

LEESBURG



TOWN PLAN



SEPTEMBER 14, 2005

TOWN OF LEESBURG

2005 TOWN PLAN

SEPTEMBER 14, 2005

Leesburg Town Council

Kristen C. Umstattd, Mayor

Fernando “Marty” Martinez
Katie Sheldon Hammler
Melinda H. Kramer

Kelly Burk
Susan B. Horne
Robert J. Zoldos

Leesburg Planning Commission

Clifton Vaughan, Chairperson

Bridget Bangert
Ad Barnes
Chuck Jones

Kevin Wright
Earl Hoovler
Ted Kalriess

Leesburg Economic Development Commission

Karen U. Jones, Chairperson

Bill Michell
Ken Werner
Sandra Lee Kane

Ara H. Bagdasarian
Thomas S. Dunn, II
Greg S. Phillips

Leesburg Environmental Advisory Commission

Bill Replogle, Chairperson

Gem Bingol
Susan Dolgin Ruggles
Ken Reid

Lawrence Schonberger
Robin Martohue
Weaver Samuel

Town Staff

John Wells, Town Manager
Susan Swift, Director, Planning, Zoning and Development
David P. Fuller, Chief, Comprehensive Planning
Nick Colonna, Sr. Planner
Bruce Douglas, Sr. Planner
Steve McGregor, Planner
Katherine Lindsey, GIS Technician
Linda DeFranco, Planning & Zoning Assistant

*Dedicated to
the memory of*

*John David Kennedy
Planning Commission, 1996-2004*

*Charles G. "Chuck" Jones
Town Plan Task Force, 1991-1997
Planning Commission, 2004-2005*

*For their service to Leesburg
and their efforts to improve the Town's future*

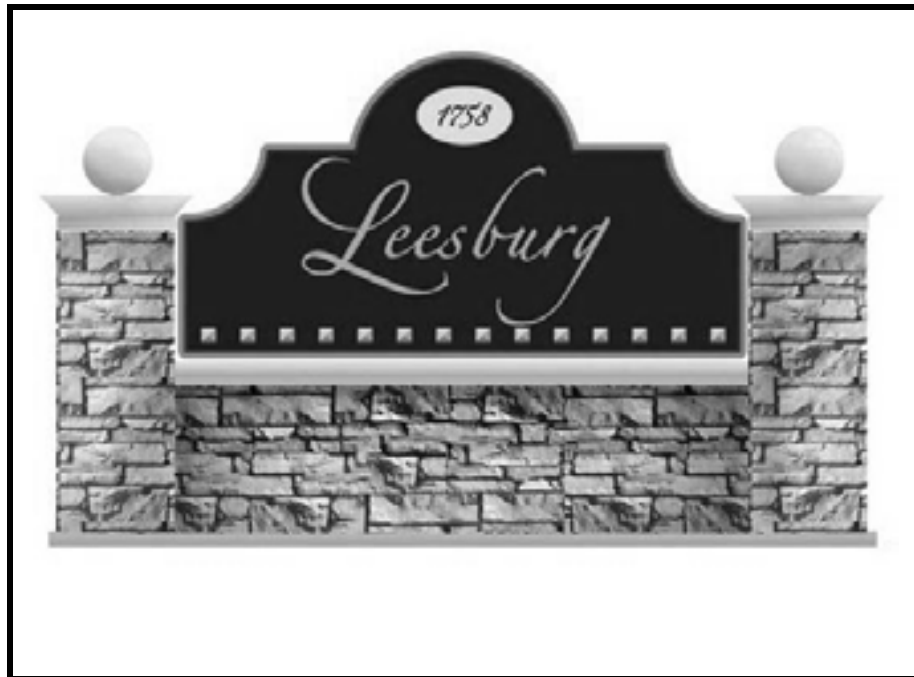
Table of Contents

A.	Introduction	
	The Planning Vision.....	1
	Powers of the Plan	1
	2005 Town Plan Process	2
	Regional and Local Planning Context	3
	Urban Growth Area and Joint Land Management Area	4
	Plan Implementation and Monitoring.....	5
	Plan Amendment Process	7
	How to Use the Plan.....	8
B.	Town Plan Elements	
	Natural Resources	11
	Parks and Recreation	21
	Heritage Resources.....	25
	Community Design	29
	Land Use.....	33
	Housing.....	59
	Economic Development	63
	Transportation	67
	Community Facilities and Services	81
C.	Policy Maps	
	Green Infrastructure	87
	Heritage Resources.....	89
	Land Use.....	91
	Airport Area Land Use	93
	Roadway Network.....	95
	Fixed Bus Routes.....	97
	Bicycle/Pedestrian Facilities	99
Appendix A: Action Program		
	Key.....	A-1
	Natural Resources	A-3
	Parks and Recreation	A-5
	Heritage Resources.....	A-7
	Community Design	A-9
	Land Use.....	A-11
	Housing.....	A-13
	Economic Development	A-15

Table of Contents

Transportation	A-17
Community Facilities and Services	A-19
Plan Monitoring and Amendment	A-21
Appendix B: Off-site Transportation Cost Data	
Table: Off-site Transportation Cost Data	B-1

A. Introduction



Introduction

The Planning Vision

For 250 years, the Town of Leesburg has evolved from a rural hamlet to the commercial center of western Loudoun County, one of the fastest growing counties in the nation. The pressures for growth in the Town are the result of the robust regional economy that will continue to draw more businesses, government jobs and residents. Leesburg's challenge and planning vision is to accommodate its share of that growth while retaining and enhancing the Town's character and quality of life.

Town character is of paramount importance to Leesburg. In particular, the Old and Historic District is the basis of Leesburg's identity. It is a compact, energizing mix of land uses; its blocks and buildings are pleasingly and conveniently human scaled; its streets, with automobiles tamed, glimpses of historic landmarks, and intimate views of architectural details, invite walking; its civic squares and rustic W & OD trail offer counterpoints of

nature within a richly human environment.

Other portions of the Town have a different character. There is a strong residential component of the community that was designed and built upon the mid-20th century subdivision model where more uniform uses and large lots, curved streets and culs-de-sac dominate the landscape. These residential areas need protection as growth continues.

The planning vision for the foreseeable future is to continue the diversity in economic and housing opportunities in a manner that reflects the best and essential qualities of the old and historic downtown. Leesburg will maintain a high quality of life by providing a full range of community facilities and services and diverse economic opportunities, protecting natural and heritage resources, and protecting against negative environmental impacts.

Powers of the Plan

A comprehensive plan is an instrument of government that is designed to give a local jurisdiction within the Commonwealth of Virginia responsibility for managing development, services and public infrastructure. The legal basis for the plan is established in the *Code of Virginia*, Section 15.2-2223, which states:

the local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction...[to achieve] a coordinated, adjusted and harmonious development of territory which will, in accordance with present and

Introduction

probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants.

According to the code, the comprehensive plan is general in nature and may include, but is not limited to, the designation of land use, transportation systems, community facilities and services, historic areas, etc. The code also identifies methods of implementation, such as a zoning ordinance or a map of zoning districts, a subdivision ordinance and a capital improvements plan.

A comprehensive plan includes a concise statement of the community's goals for long-range development, as well as objectives for implementing the goals. The goals provide general direction based on the aspirations of the community.

Objectives provide further direction for achieving an aspect of a goal.

This Town Plan serves those purposes for the Town of Leesburg. More particularly, it serves as the general guide for the Town Council in its legislative role, the Planning Commission in its advisory role, the Board of Zoning Appeals, Town staff, citizens, and land-owners with respect to directing development and redevelopment in the Town.

This Plan contains goals and objectives that are designed to guide land use and development decisions. The full implementation of some of the Plan objectives necessitates modifications of certain ordinances and regulations, preparation of more specific development guidance, and research of additional methods to implement Plan objectives. The additional efforts needed to do these are detailed in an Action Program that is attached as an appendix to this Plan.

2005 Town Plan Process

An update of the 1997 Town Plan was undertaken between 2003 and 2005. This process included 1) public participation in ten vision and sector discussion meetings; 2) a Plan audit consisting of an assessment of Plan implementation to date and a comparison of Town and County planning objectives; and 3) development of comprehensive background reports for every Plan element.

The background reports contain a critique of the 1997 Plan elements, an examination of existing conditions, a series of findings and conclusions pointed to elements and concepts in the 1997 Plan that needed to be updated and reconstituted. Each of the reports was reviewed at joint public

meetings held by the Planning Commission, Economic Development Commission, and Environmental Advisory Commission; other Town commissions were specifically invited to meetings where a report covering a subject under their purview was discussed.

The draft plan was delivered to the three commissions in February 2005. Based on discussions at workshops, a revised draft was prepared, which was the subject of a public hearing before the Planning Commission. The Commission submitted its final draft of the Plan to Town Council, which held public hearing on July 26, 2005. Based on that public hearing,

Town Council adopted this Town Plan by

ordinance, effective September 14, 2005.

Regional and Local Planning Context

Leesburg is intimately connected to the larger region in a variety of ways. The Town's economy is dependent upon the regional economy. Leesburg's transportation system is a small but important segment of the region's. Regional environmental issues have consequences for Leesburg, whose air and water resources are inextricable from those of the region. Planning for Leesburg cannot ignore the relationships between the Town and its neighbors.

Leesburg is part of the Washington-Arlington-Alexandria, DC-VA-MD-WV Metropolitan Statistical Area (MSA). An MSA is defined as a city and associated areas that are marked by a high degree of economic and social integration with the city. The MSA not only includes the District of Columbia and its suburbs in Northern Virginia and central Maryland, but it also extends to Fredericksburg, Va., and Jefferson County, West Virginia. The MSA is part of a larger combined metropolitan area that extends from Baltimore, Maryland, to Hampshire County, West Virginia.

The MSA is home to 5 million residents and a very strong economy driven by the presence of the federal government. In addition to employment in the government sector, the MSA's economy benefits from corporate headquarters, professional and industrial associations, and non-profit organizations, as well as Maryland and Northern Virginia's biotechnology, high technology, and educational sectors. All of this provides significant opportunities for economic

growth. As a part of this larger region, Leesburg is subject to the regional growth pressures.

The round 7.0 projections of the Metropolitan Washington Council of Governments (MWCOG) indicate that by 2030 the region will become home to 2,426,300 households (42 percent growth since 2000) and 4,104,900 jobs (44 percent growth). MWCOG projects Leesburg's share of households to be 21,787 (111 percent growth) and jobs to be 31,268 (188 percent growth).

Transportation is critical to the flow of goods, services, and commuters in this vast metropolitan area. In many ways, traffic and transportation are beyond the control of the Town. With Leesburg being in the midst of Loudoun County's voluminous growth, traffic from development in the County will increase the traffic impact on the Town's roads. Transportation planning and funding is complicated by the nature of the region and the fact that several public and some private transportation organizations provide services across governmental boundaries. Perhaps the most critical public finance issue for the region is increasing transportation funding. The fact that Leesburg has no local independent funding source for transportation and that it has no direct representation at the Northern Virginia Transportation Authority is a major challenge.

Regional transportation planners have only recently been trying to address the

Introduction

vital relationship between transportation and land use. The interstate nature of the situation is further exacerbated by the separation of regional transportation decisions from local land use decisions.

Leesburg's location at the crossroads of two major highways, Route 7 and U. S. Route 15, and at the western end of Dulles Greenway is a critical point in the region's highway network. The long-range proposal is to extend the Metro Orange line to Leesburg but uncertain funding, timing, and station locations complicate the Town's ability to effectively plan for it.

Two particular environmental resources tie Leesburg to the rest of the region. Air and water quality, which are affected by local decisions throughout the region, are subject to regulations applied at the regional level. The metropolitan Washington region is in "non-attainment" for ozone according to the provisions of the Clean Air Act. Leesburg is a small

part of the metropolitan Washington region for air quality planning purposes. However, though the Town is not a major contributor to the air quality attainment issue any penalties given that reduce federal infrastructure funds to the region would apply to Leesburg as well.

The Federal Clean Water Act, because of the reduced quality of the region's streams, requires all jurisdictions to comply with regulations pertaining to stormwater flowing from yards, parking lots, and streets into watercourses, the National Pollution Discharge Elimination System.

This Town Plan recognizes the influence of these regional issues on Leesburg. They translate into tremendous opportunities but also potentially negative impacts. The challenge to the Town is how well it can take advantage of the opportunities while minimizing the negatives.

Urban Growth Area and Joint Land Management Area

Leesburg's Urban Growth Area (UGA) is situated almost entirely to the south and east of the corporate limits and contains about 7,000 acres. The UGA was established in the 1991 General Plan and designated by the County in consultation with the Town. In that plan the County recognized that the concept of the UGA was a means to guide growth in the area around the Town. The policies established in the 1991 General Plan committed to a framework for joint planning and development review by the Town and the County within the UGA, which became the planning area used in the 1997 Town Plan.

The 2001 Loudoun County General Plan updated the UGA and re-established it as a Joint Land Management Area (JLMA). The JLMA boundary of the 2001 Plan is similar to the Urban Growth Area of the 1991 General Plan and the 1997 Town Plan, but reduced in area. Also reduced in the 2001 General Plan are the densities of residential developments in a portion of the UGA, the removal of Crosstrail Boulevard between the Dulles Greenway and Route 15, the removal of land areas between Route 15 and the Dulles Greenway, and the elimination of a small

portion of the UGA on the north side of the Route 15 corporate limits.

From Leesburg's perspective, establishment of the JMLA was not a true joint planning effort, nor were the boundaries mutually agreed upon. As a result, this Town Plan continues to use the UGA as the extent of its area of extraterritorial planning, in which the Town wishes to make land use recommendations to the County. Nevertheless, it is understood that the County retains jurisdictional authority over areas outside the Town's boundaries.

Upon adoption, this Plan will be used by the Town to initiate a new joint planning effort. It is important for several reasons. Only through joint planning will Leesburg create compatible land uses outside of the Town. This is critical for the future of Leesburg Executive Airport and for the Town's economic development goal to diversify its tax base. In addition, traffic generated outside the Town will make use of roads leading to and through Leesburg. Finally, it is important, with significant fiscal implications, to ensure that the Town's goals and coverage areas for water

and sewer service be stated in the Town Plan.

In addition to the UGA/JLMA, the Town and County have another planning relationship. The Annexation Area Development Policies (AADPs) date from the Town's annexation of almost 10,000 acres in 1984 and are in effect until 2009. The AADPs are land use policies, as well as policies for providing community facilities to support those land uses, for the newly annexed area (generally between the Bypass and the Town's current boundaries). The AADPs also established a joint committee to review the policies every five years' although the scheduled 2004 review did not take place.

The AADPs were in part based on an earlier joint planning effort, the Leesburg Area Management Plan (LAMP). LAMP became the basis for policies in the 1991 and subsequent County General plans and the 1986 and 1997 Town plans.

A renewed joint planning effort will establish a mutually agreeable plan that will guide development regardless of the jurisdictional boundaries.

Plan Implementation and Monitoring

The 2005 Town Plan is a dynamic document, which is actively used by the Town Council, the Planning Commission, Town government staff, and the public at large to formulate and guide decisions about the built and natural environments. Both the public and private sectors are participants in development, and implementation of the Plan is a joint effort.

In order to ensure that the Plan has a dynamic character, the community and the Town government need to review and update the Plan on a frequent basis, perhaps more often than the five year mandate by the Code of Virginia given the pressure for increased development in Leesburg and Loudoun County. Citizen participation in the planning process is a critical element in making the Town Plan successful.

Introduction

Plan Implementation

There are a number of mechanisms for implementing the Town's planning goals and objectives. Some of these are described below.

The Comprehensive Plan: The Plan itself is a mechanism for defining and implementing the Town's planning goals. The Plan's goals and objectives are considered when producing small area plans, in evaluating legislative applications (rezonings, special exceptions, and their amendments) and reviewing requests for Plan amendments. The Plan contains specific guidance for the Town's decision-makers regarding land use, housing, economic development, community facilities and services, community design, heritage resources and natural resources and environmental protection. There is some guidance for specific geographic areas throughout the Town, referred to as "sectors" in this Plan, as well as general guidance for realizing goals and objectives, town-wide.

The Zoning Ordinance: The Zoning Ordinance is adopted in order to protect the health, safety and welfare of the residents of Leesburg. It is intended that the Ordinance will implement and be consistent with the goals and objectives of the Town Plan. Within the Ordinance are regulations for specific aspects of development and redevelopment, such as land use, type of building and building height, bulk, and setback; size of lots; parking and pedestrian access; flood protection; and signs.

Some uses are allowed by right and others may require special exceptions. There are a series of zoning districts generally related to type of development and land

use, each with specific requirements related to development. Several objectives of this plan will require Zoning Ordinance amendments in order to administer intent and vision.

Subdivision Regulations: The Town's Subdivision and Land Development Regulations (SLDR) is the governmental instrument that provides procedures and regulations for the subdivision and development of land within the Town. The intent of the SLDR is to encourage the development of safe and attractive residential neighborhoods and nonresidential developments; ensure the provision of appropriate public street access between and among adjacent properties; ensure adequate provision for drainage and appropriate arrangements of buildings and parking areas on the site and with nearby properties; obtain public right-of-way, easements and other public land dedications, consistent with the Town Plan; maintain appropriate buffers between potentially incompatible land uses; discourage development on steep slopes and in floodplains; and encourage preservation of historical, archaeological, and significant natural features and landmarks.

Design Requirements for Community Facilities and Public Infrastructure: The Town's Design and Construction Standards Manual (DCSM) controls the type, extent and design of all public facilities that must be provided for development, redevelopment and public infrastructure projects. Design standards for the physical infrastructure may have an impact on adjacent land uses, natural and historic resources and community design. Some of the objectives in this plan will require revisions to the DCSM.

Capital Improvements Program: The capital improvements program (CIP) is a

document that is designed to guide the efficient and cost-effective provision of community facilities. The planning of facilities involves projecting future needs for a five-year period, as well as defining current deficiencies and priorities based on the fiscal policies established by the Town government. By looking beyond year-to-year budgeting to project what, where and how capital investments should be made, capital programming enables government entities and agencies to continually maintain an effective level of public services. The CIP is meant to implement the community facilities and services element of the Comprehensive Plan. The CIP is restructured on an annual basis.

Action Program: The Town Plan Action Program, an appendix to the Town Plan, is a set of tasks that are designed to accomplish a number of objectives discussed throughout the Plan. These tasks include such elements as developing a comprehensive set of community design guidelines, establishing a Plan monitoring process, developing creative ways to provide more affordable housing, and specific modifications that can be made to the Town's development regulations.

The Action Program provides the general timeframe for completing the tasks and identifies the staff and agencies responsible for the work. Following plan adoption, the staff will develop a specific annual work program to accomplish the Action Program.

Plan Monitoring

The public and the government of Leesburg should measure the effectiveness of the Town Plan periodically.

A monitoring process will include a full analytical and statistical annual report regarding (1) the status of elements in the Action Program; (2) land development; (3) the provision of capital facilities and services; (4) the balance of housing and jobs; (5) the ratio of residential and non-residential general fund revenue; (6) current perspectives on planning issues and conditions; (7) new planning related information on such subjects as the economy, population; (8) federal, state and County laws and planning policies; and (9) environmental impacts, public concerns, etc. The Action Program discussed in the Plan Implementation section above includes a task to develop a Plan monitoring process.

Plan Amendment Process

The Plan is a dynamic public governing instrument that should be tuned periodically because both internal and external forces are always at work and changing. *Code of Virginia* Section 15.2-2230 requires a comprehensive examination of comprehensive plans every five years. Given the vitality of the forces that affect such a high growth area, Leesburg may reexamine aspects of the

Plan more frequently as circumstances seem to dictate. The periodic Plan monitoring process is designed to provide a comprehensive report of changed facts, conditions, and the evolving status of Plan implementation. This, and a formal survey of citizen planning and services concerns, is often the basis for making decisions about the need for amending the Town Plan. In addition, a developer or

Introduction

citizen may also apply to amend the Town Plan. *Code of Virginia* Section 15.2-2229

outlines those procedures.

How to Use the Plan

The Town Plan consists of an introduction and a series of Plan elements or subject categories. The introduction provides information on the purpose and powers of the Plan, the 2005 Town Plan process, and the regional and local planning context for the Plan, Plan implementation and monitoring, the Plan amendment process and how to use the Plan. The Plan elements, or subject categories, include natural resources, heritage resources, housing, economic development, land use, community design, transportation, parks and recreation, and community facilities and services. The Plan elements sections are designed to provide an overall goal for each subject category and to explain the nature and importance of the goal. The section goes on to detail a series of objectives that are in turn designed to implement the overall goal. These objectives suggest specific actions that will create an outcome that supports the goal. There are many levels of detail in the various objectives, depending upon the need to provide development guidance.

The Plan objectives for every Plan element are to be used as the criteria and guide for evaluating legislative applications, such as rezonings, special exceptions, or amendments to those that exist. The Town Plan also provides guidance for developing the Town's capital improvements program.

Environmental protection is a theme found in several elements, with major emphasis in the natural resources element.

While there is no element with the term "environment" in the title, it is an important concept in the Plan. Land use planning and development should progress with consideration for the protection and restoration of ecologically valuable land and concern for environmental health that impacts the well-being of the Town's residents as well as its natural systems.

The background reports that were developed prior to the 2005 Town Plan provide the analysis of planning issues that form the basis for the Plan. These reports, which are available at the Department of Planning, Zoning and Development and on the Town's web site, can be used as a reference to gain insight into the planning conditions and issues that are the basis for the Plan's objectives.

The Town Plan consists of Plan text and a series of Plan maps that are adjuncts to the text. The Plan text always provides the guidance for land use and community facilities decisions. The maps are provided as conceptual references so that an overall, generalized picture of Plan objectives can be formed regarding the subject matter of the map.

Finally, the Town Plan is supplemented by an Action Program, which lists specific tasks to be performed to implement the plan. A timeframe in which to begin each task and an identification of Town departments and commissions responsible for the tasks are included in the Action Program.

Questions regarding any aspect of the Town Plan should be directed to the Department of Planning, Zoning and

Development at (703) 771-2765. Plan information, such as proposed Plan amendments, will be kept up to date on the Town's website: www.leesburgva.gov.



B. Town Plan Elements



Natural Resources

Goals

- **Leesburg will identify and encourage protection and restoration of a natural open space system, which will include a network of ecologically valuable lands that will protect water quality, conserve and increase forest canopy, and provide passive recreation opportunities and habitat for the flora and fauna indigenous to this area.**
- **Leesburg will minimize the adverse environmental impacts of human activities.**

The two natural resources goals for Leesburg require that the Town approach land use planning and the land development process from an environmental perspective. This perspective assumes that land use decisions from the first steps of the planning process through the final phases of construction will be undertaken with these two goals in mind.

The first goal assumes that a reasonable distinction can be made between land that, because of its ecological value, should be retained in, or restored to a natural condition, and the remainder of the landscape, which is suitable for development. Ecological value is determined in part by the position of natural features in the landscape and vegetative communities. Examples of ecologically valuable lands include stream buffers, wetlands, steep slopes in proximity to water resources, hardwood forests, wetland forests, and other habitats that can support indigenous wildlife.

Most of the land within the Town has been developed, committed to development, or was the subject of a development application at the time this

plan was written. This development occurred with little sensitivity to the natural environment. Forests were cut and stream valleys were graded without an apparent effort to minimize the environmental impacts of this development. These circumstances will limit the impact of open space preservation policies because they can be implemented only as new development and redevelopment occur. Therefore, patience will be required to see improved environmental conditions. Likewise, the desire to achieve preservation and restoration of natural systems must be tempered by the understanding that Leesburg is a growth center within a large metropolitan area. We cannot have the same expectations for protecting natural systems in a growing community that we might have for an area that is planned to remain largely rural. Nevertheless, Leesburg has a responsibility and commitment within its jurisdiction to plan for and approve development that minimizes and reduces pollution for the Town's and region's environmental health and future. Town land use decisions regarding how and where development occurs will positively or negatively impact water resources. Although the Town

Natural Resources

must meet the guidelines of the National Pollution Discharge Elimination System, it also acknowledges the need for proactive local action to help meet the goals of the Clean Air and Clean Water acts, including the total maximum daily load (TMDL) implementation, the Chesapeake Bay agreement, and the tributary strategies.

Healthy natural systems provide the clean air and water upon which all life relies. Recognizing that whatever happens on the land directly impacts our water resources, Leesburg will protect its stream corridors as the basis for its green infrastructure and protect and restore the critical services provided by its watersheds. The Town will achieve this by integrating watershed management planning into its land use decision-making process. In reviewing each development application, the Town will evaluate impacts on the catchment and subwatershed and determine the watershed protection tools and specific methods needed to minimize further degradation.

The Town's water resources serve as the frame upon which a green infrastructure

for the Town will be built. Preservation of this water resources related open space network does not assume or require public ownership of the entire green infrastructure. However, public ownership is highly desirable for lands that are or will be connected to existing park land or that creates continuous greenways, if the Department of Parks and Recreation or another public entity is willing to hold and maintain the property.

The second goal recognizes that the environmental impacts of development can be anticipated and minimized. Land development impacts air and water quality, diminishes habitat quality, exposes people to undesirable noise levels, and exposes the built environment to geotechnical hazards. Some of these impacts can be avoided by site, subdivision, and building design. Unavoidable impacts can often be mitigated. Objectives written to address the second goal also recognize that the Town is a growth center, and that development and redevelopment will continue. Objectives related to the first goal will help to determine where this growth will occur.

Objectives

The first four objectives will provide guidance for establishing a natural resource-based green infrastructure for the Town. The strategies that accompany these objectives will achieve the first goal by helping decision-makers, planners, developers, and citizens determine an appropriate boundary between elements of the landscape that should be conserved, and land appropriate for the built environment.

The process of building and maintaining the urban landscape, and ongoing human

activities within that landscape generate a number of undesirable impacts on natural systems. Clearing and grading land produces sediment that impacts water resources. Stormwater runoff from pavement and other impervious surfaces carries nutrients that stimulate the growth of undesirable species of algae and pollutants toxic to many aquatic organisms. The sprawling character of the urbanizing landscape encourages high per capita energy use, and a dependence on motorized transport that contributes to the region's inability to meet federally

mandated air quality standards. Careless selection of lighting systems creates nuisance glare and diminishes the beauty of the night sky. Transportation systems generate noise impacts, which are at best an unacceptable nuisance and at worst a human health concern. Geotechnical constraints can lead to structural failures in the built environment.

Most of these impacts are a form of pollution. Even in the best of circumstances urban systems and human activity will have undesirable impacts on air and water quality and the rest of the natural environment. However, objectives 5 through 9 can be used to mitigate these impacts, minimizing degradation of the environmental systems of the Town and the region.

Objectives 10 and 11 establish systems to guide the implementation of objectives 1 through 9 and to track progress in their implementation.

Green Infrastructure

To conserve or restore natural systems as development and redevelopment occur, the first step in the land development process must be to determine the boundary between land that is suitable for development, and land that because of its water features, steepness, vegetation, tree canopy, relationship to adjacent natural features, or its unique natural character should be preserved or restored as natural open space. Objectives 1 and 2 provide the tools to select and protect those natural features that will become elements of the Town's green infrastructure. There will also be other elements of the green infrastructure such as active recreation parkland and golf courses that are preserved for reasons not relating to the Town's environmental policies. In other

words, the open space protected consistent with the objectives of this element is only a part of the green infrastructure. It is that part which is conserved for the protection of natural resources.

It may not be practical to establish open space to accommodate all of the natural features listed in objective 1 in the Town's most intensely developed areas because preservation of wide stream corridors may conflict with other planning objectives. As noted above, the Town's green infrastructure will be established gradually, with much of its extent being determined by negotiation with development applicants. Hence, it is not possible to provide a precise map of its final boundaries. However, the Green Infrastructure Policy Map shows the minimum area of the green infrastructure based on the general location of water resources and parklands.

Minimum Impact Development

Environmental protection of the green infrastructure will be achieved through its conservation. However, the land that is or will become a part of the built environment can also contribute to a greener Leesburg. Attention to site design can minimize the impacts of new construction on natural systems and environmental quality. Replanting developed sites with native species can reduce runoff, moderate micro-climate, achieve energy savings, improve air quality, and provide habitat enhancements even in the midst of the built environment. Objectives 3 and 4 are designed to make new construction more sensitive to natural systems.

Natural Resources

Tree Canopy

Preservation of the remainder of the Town's tree canopy and the restoration of the tree canopy in areas where it has been lost is one of the primary objectives of this element of the Plan. The Town's tree canopy is inextricably linked to other objectives including green infrastructure, minimum impact development, water and air quality protection, and energy conservation. Tree canopy management and restoration is an implicit outcome of implementing many of these objectives. One of the outcomes of implementing the first six objectives will be to arrest the loss of tree cover in the Town, and through management of the development process, to restore over time a significant tree canopy for the Town.

Non-point Source Water Pollution

No environmental impact is more closely related to land use than water quality. Tuscarora Creek, Sycolin Creek, Cattail Branch, and their tributaries have degraded water quality. Water quality in the Town's streams is affected almost exclusively by non-point sources of pollution because the Town has no factories or other point sources of pollution. Within the Town, runoff from streets, parking lots, rooftops, lawns, and landscaping carries nitrogen, phosphorus, heavy metals, organics, and hydrocarbons to our streams. Site design techniques such as onsite infiltration, the retention of tree canopy, and stormwater detention best management practices (BMPs) can mitigate these impacts, providing a measure of protection to the Town's water resources, as well as water bodies down stream, including the Chesapeake Bay. Objective 5 establishes strategies to protect water resources from non-point source pollution.

Energy and Air Quality

Energy use and global warming, which is directly related to the burning of fossil fuels to produce much of this energy, can be addressed to a limited extent in the Town Plan. However, many potential plan policies, such as the tree canopy restoration objective, that can contribute to energy conservation are difficult to implement. Several design guidelines for site planning and building orientation can achieve passive energy savings, but in practice these techniques often conflict with other planning objectives. For example, the Plan could recommend that new homes be oriented to the south to take advantage of passive solar energy, while urban design guidelines might eschew reverse frontage lots, which in a hypothetical case may be the only way to achieve optimum solar orientation. Nevertheless, the Town's land use, transportation, and building policies can produce significant energy savings compared to the type of suburban sprawl that would likely take place if development decisions were made strictly according to market forces. Objective 6 provides a basis to address energy conservation, and achieve air quality benefits within the scope of the land use regulatory authority available to the Town.

Outdoor Lighting

Unshielded parking lot lights, light standards for outdoor recreation, and typical cobra head style street lights create off-site glare far in excess of the amount of light needed for visibility and safety. Well-designed lighting can meet the needs of motorist safety and building security without creating unnecessary glare. In the aggregate, poorly directed light fixtures overwhelm the view of the night sky in urban areas so that even on clear nights

only one or two hundred stars are visible. Objective 7 directs the Town to seek alternatives to excess lighting.

Transportation-generated Noise Sources

Federal noise planning guidelines recommend that people within their homes, or in other noise sensitive uses such as libraries, museums, and concert halls, should not be exposed to noise levels in excess of 45 dBA Ldn (dBA is the decibel scale for measuring sound energy weighted to human hearing, and Ldn is an average daily noise level with a ten-decibel penalty added to noise levels between 11:00 PM and 7:00 AM). To achieve this interior noise standard, it is necessary to provide mitigation for new homes and other noise sensitive uses in environments with exterior noise levels above 65 dBA Ldn.

It is also appropriate to ensure that people have quiet outdoor areas near their homes. The standard for outdoor residential areas is 65 dBA Ldn. Quiet conversation becomes difficult when background noise levels exceed 65 decibels. There is no way to mitigate aircraft noise for outdoor areas because the noise source is overhead and cannot be shielded. For this reason, and because noise exposure from aircraft over-flights varies from day to day, a more conservative standard for exterior noise exposure from aircraft operations is required. Objective 8 contains measures to manage transportation noise sources for Leesburg.

Geological and Geotechnical Constraints

Geotechnical constraints are related to soil problems and usually constitute engineering deficiencies in the soil profile. Geological issues relate to phenomena generated well below the soil surface.

The natural environment sometimes creates risks for people and the built environment. Most of that part of Leesburg within the Bypass has a limestone conglomerate geology. Limestone is slightly soluble in water, leading to the formation of solution cavities underground and occasionally, sinkholes at the surface.

Much of the rest of Leesburg has shrink-swell soils typical to the Triassic basin geology of eastern Loudoun County. Limestone geology and shrink-swell soil are both geotechnical constraints to building, contributing to differential settling, cracked walls, and foundation failures. In most cases attention to geotechnical issues during site planning and engineering can prevent these types of building failures. Objective 9 addresses this concern.

Natural Resources Policy Implementation

Implementation of natural resources goals and objectives will occur mostly through the development approval process including the approval of changes to the zoning map and special exceptions. For this element of the Town Plan to be effective, the Town will need mechanisms to determine when it is appropriate to apply policies individually to specific development proposals, or in other applications of public policy. The best tool to accomplish this for new development is to apply a standardized environmental assessment protocol to

Natural Resources

development applications, which evaluates the application's performance implementing objectives 1 through 9.

The Town's residents and decision makers will want to know how well we are achieving our environmental objectives. The Town can develop a set of strategic measures, providing direct, quantifiable measurements of progress. These measures should be fully within the Town's control to be meaningful indicators of the Town Plan's success.

For example, we would not want to measure our success in air quality mitigation by changes in the number of days an air quality standard is exceeded, because air quality in the Town has little impact on that regional standard. On the other hand, watershed management techniques can be evaluated through a comprehensive monitoring program to measure improvements such as: feet of stream bank stabilized and number of acres controlled by best management practices (BMPs).

Objective 1. Identify, protect, and restore an integrated open space network of ecologically valuable land and water resources within the Town and its Urban Growth Area/Joint Land Management Area (UGA/JLMA).

- a. Preserve, protect, and restore stream corridors. The stream corridor includes the creek valley buffer as defined in the zoning ordinance for streams draining more than 640 acres. The stream corridor also includes the 100 year flood plain, slopes of 15% or greater adjacent to the waterway or its floodplain, and wetlands adjacent to the waterway or floodplain along waterways draining at least 100 acres. Wherever these features would define a narrow corridor, the buffer should be at least 100 feet from both sides of waterways.
- b. Preserve high value habitat areas such as upland hardwood forests adjacent to stream corridors as natural open space.

Objective 2. Protect and restore the ecological integrity of streams in Leesburg and its UGA/JLMA by utilizing a series of watershed management tools to offset the impacts of development. These tools include: watershed planning, land conservation, aquatic buffers, low impact site design, erosion control, stormwater treatment practices, control of non-stormwater discharges, and watershed stewardship.

- a. Prepare watershed studies for Leesburg's water resources and implement their recommendations.
- b. Meet Leesburg's obligations under the National Pollutant Discharge Elimination System.
- c. Prohibit the construction of on-site stormwater management facilities within stream corridors.
- d. Permit regional stormwater management facilities within or adjacent to the stream channel only if they mitigate non-point source pollution from the entire upstream watershed.
- e. Prohibit the development of active recreation facilities, except multi-use paths, within stream corridors.

- f. Prohibit new construction except for unavoidable intrusions of public infrastructure within 100-year floodplains.

Objective 3. Minimize the impact of new development on natural systems by adopting low impact development standards and conservation subdivision design techniques.

- a. Minimize the amount of tree loss and impervious cover for new projects or redevelopment consistent with planned and permitted land use intensity.
- b. Encourage on-site stormwater retention to reduce runoff and non-point source pollution.
- c. Wherever design parameters permit, convey drainage from impervious surfaces to pervious areas via sheet flow.
- d. Locate buildings to minimize driveway length and to preserve trees.
- e. Provide the minimum amount of parking required and encourage shared parking between adjacent uses. Encourage the use of structured parking to increase the amount of pervious surface for high intensity land uses.
- f. Encourage clustering of development on less environmentally sensitive land to preserve ecologically valuable land such as woodlands and wetlands and steep slopes.
- g. Minimize and phase clearing and grading to limit erosion during construction.

Objective 4. Preserve, protect, and restore the tree canopy within the developed parts of Leesburg and its UGA/JLMA.

- a. Enhance and restore tree canopy within the areas designated as stream corridors in objective 1.
- b. Make tree preservation and the planting of indigenous tree species an objective in public projects.
- c. Applications for new development and redevelopment should select indigenous trees as a landscape material to contribute to restoration of the tree canopy on private property.

Objective 5. Protect the Town's water resources and downstream receiving waters including Goose Creek, the Potomac River, and the Chesapeake Bay from the impacts of non-point source pollution.

- a. Develop incentives and regulations to ensure that post-development or redevelopment runoff quality and quantity mimics predevelopment conditions.
- b. Require site design and structural stormwater best management practices for new development and redevelopment.
- c. Minimize the application of fertilizers, pesticides, and herbicides to lawns and landscaped areas. For large turf intensive uses require the development, implementation, and monitoring of integrated pest, vegetation, and nutrient management plans.

Natural Resources

Objective 6. Achieve energy savings and air quality benefits for the Town and the region by encouraging energy-saving site design, building, and land use planning practices, and increasing the tree canopy.

- a. Plan mixed-used development on vacant and redevelopable properties where mixed uses would be compatible with adjacent land uses to encourage a walkable community.
- b. Plan multi-family development near retail and employment centers where such development would be compatible with adjacent land uses.
- c. Promote the use of green building techniques such as the Leadership in Energy and Environmental Design (LEED) standards for new construction to achieve energy efficiency.
- d. Use site design techniques to achieve energy efficiency consistent with other plan policies, e.g. ,
 - Orient buildings north and south for passive solar gain.
 - Plant deciduous trees to shade southern exposures in summer.
 - Plant evergreen trees to shield northern and northwestern exposures from winter winds.
 - Plant shade trees in parking lots to reduce summer temperatures.
- e. Encourage bicycle commuting by providing bicycle parking facilities, showers, and lockers for employment and multi-family residential uses.
- f. Encourage the use of mass transit by providing bus shelters and turnouts in appropriate locations.

Objective 7. Minimize outdoor lighting consistent with public safety requirements to reduce glare and impacts on the night sky.

- a. Adopt standards to ensure that exterior lighting is fully shielded and of minimal necessary height to prevent unnecessary glare off-site.
- b. Require commercial uses to reduce outdoor lighting levels by late evening to enhance the view of the night sky.

Objective 8. Protect people from unhealthful levels of highway and aircraft noise.

- a. Prohibit the construction of residential and other noise sensitive uses in locations exposed to highway noise levels in excess of 75 dBA Ldn.
- b. Prohibit the construction of residential uses in locations with aircraft noise level projections in excess of 65 dBA Ldn.
- c. Require noise mitigation for new residential construction and other noise sensitive uses in locations exposed to highway noise levels between 65 and 75 dBA Ldn. Mitigation measures should be engineered to achieve a maximum interior noise standard of 45 dBA Ldn and an exterior noise exposure no greater than 65 dBA Ldn in an area suitable for quiet outdoor uses, such as a required rear or side yard of impacted single-family homes.

Objective 9. Design new construction to protect people and property from geotechnical and geological hazards.

- a. Ensure that Town development and design requirements are sufficient to protect new construction from geotechnical hazards.

Objective 10. Ensure that new development conforms to objectives 1 through 9 of the natural resources element by conducting environmental assessments of development proposals to identify land that should be preserved as natural open space and cost-effective mitigation measures for environmental impacts.

- a. Design an environmental assessment process and apply it to development applications to identify lands for inclusion in the Town's green infrastructure, and to determine potential environmental impacts and recommend mitigation measures.
- b. Seek proffers and conditions to mitigate the environmental impacts of new development and redevelopment and to preserve ecologically valuable land for the Town's open space network.

Objective 11. Establish and maintain an environmental monitoring system to measure progress toward achieving the goals of the natural resources element.

- a. Design and implement an environmental monitoring system based on measurable results directly related to objectives 1 through 9.



Parks and Recreation

Goal

Leesburg will have a comprehensive, Town-wide park system, which serves the recreational needs of the community in both a cost-effective and environmentally sound manner.

Leesburg benefits from an extensive system of recreational facilities, parks and trails. The Town's parks and recreation system includes 18 parks, 365 acres and many miles of trails. Facilities range from the premier 138-acre Ida Lee Park to the half-acre Rotary Park. This system of managed open spaces is part of the Town's green infrastructure, and the major properties in the system are shown on the Green Infrastructure Policy Map. A wide range of recreation programs, including summer camps and preschool/after-school, are offered at Ida Lee Park.

In addition, the Town's public system is supported by efforts from other organizations and agencies. The County school district and numerous non-profit organizations manage a variety of athletic programs within the town. Many neighborhood parks and trails have been provided by private residential developers and are maintained by homeowners associations.

Perhaps one of Leesburg's most valuable assets is the W & OD Trail, which bisects the Town and provides both recreation and tourism benefits. It is owned and maintained by the Northern Virginia Park Authority.

Many of the objectives for parks and recreation adopted with the 1997 Leesburg Town Plan were achieved with the adoption in November 2002 of the "Comprehensive 20-Year Parks, Recreation, Open Space, Trails, and Greenways Master Plan." That document (the 2002 Master Plan) prepared under the guidance of the Parks and Recreation Department establishes levels of service for facilities for the Town based on a citizen survey. It will remain the primary tool for parks and recreation planning for the Town. The Town Plan will be used to ensure that land use decisions support the policies of the 2002 Master Plan.

Objectives

The 1997 Town Plan and the 2002 Master Plan have established a track record of synergy between Leesburg's land use planning process, and the planning

process for parks and recreational facilities.

Parks and Recreation

Therefore, the principle purpose of the parks and recreation element in the Town Plan is to ensure that the Town's land use planning and decision making practices are consistent with the 2002 Master Plan. The objectives that follow are extracted from the "Summary of Proposed Plan

Actions" in the 2002 Master Plan. This set of objectives, when applied to the land use planning process, will ensure that land use decision-making in the Town is consistent with and supportive of the policies of the 2002 Master Plan.

Objective 1. Develop innovative opportunities for creating additional open space.

- a. Implement applicable policies of the 2002 Master Plan.
- b. Analyze development applications to provide lands that are suitable for parks and recreation uses commensurate with the needs of the development.
- c. Analyze development applications to provide lands that are suitable for open space uses consistent with the objectives of the natural resources element.
- d. Continue to work with the Loudoun County Public Schools to provide recreation facilities.
- e. Review options for acquiring Olde Izaak Walton Park and adjacent land (between Dry Mill Branch and the Route 7/15 Bypass).
- f. Philip Bolen Park should be developed as a regional park as planned by the County and adequate road access should be provided, in order to provide needed recreational facilities and a land use that is compatible with Leesburg Executive Airport.
- g. Purchase forested lands adjacent to existing parks such as Ida Lee, using federal and state funding sources.

Objective 2. Expand the Town's trail network to encourage pedestrian and bicycle access to parks and regional trails.

- a. Implement applicable policies of the 2002 Master Plan.
- b. Require the construction of multi-use paths consistent with the requirements of the design and construction standards manual and the transportation element of the Town Plan.
- c. Include multi-use paths in the capital improvements program where needed to complete segments of the network.
- d. Coordinate with the County on the provision of linear parks and multi-use paths, including the Potomac Heritage National Scenic Trail, within the UGA/JLMA.

Objective 3. Protect and connect the Town's extensive greenway corridors.

- a. Implement applicable policies of the 2002 Master Plan.
- b. Implement the open space objectives of the natural resources element and the relevant policies for multi-use paths of the transportation element.
- c. Protect the W & OD Trail corridor from development, intrusion from the proposed power lines, or other utilities.

Objective 4. Ensure a balanced and adequate distribution of active recreation facilities within all sectors of Leesburg.

- a. Implement applicable policies of the 2002 Master Plan.
- b. Seek contributions of land and facilities from developer proffers to mitigate project impacts.

Objective 5. Expand Ida Lee Recreation Center facilities and programs as needed to accommodate growth.

- a. Implement applicable policies of the 2002 Master Plan.



Heritage Resources

Goal

Leesburg will identify, protect, and restore its historic and archaeological resources in recognition of their significance to the Town's identity.

Leesburg's historic and archaeological resources have much to do with the identity and uniqueness of the Town. These resources include buildings, outbuildings, bridges, other structures, earthworks, and archaeological sites, as well as surrounding structures and land that contribute to their integrity.

Leesburg was established in 1758. For the next two hundred years the Town grew slowly to include what is now a mixed core of commercial, governmental and residential development. In the last several decades of the 20th Century,

Leesburg grew much more quickly, as did the rest of Northern Virginia, than in its past history. However, the Town's historic center, the original Old and Historic District, retains a physical character that reflects the Town's past. Outside the original Old and Historic District there are many other properties of historic and archaeological significance.

The goal for heritage resources is based on the proposition that conservation and enhancement of the Leesburg's heritage resources will help maintain the Town's identity and quality of life.

Objectives

The Town has devoted considerable effort to identifying and protecting its heritage resources for decades. The Town first enacted an Old and Historic District in 1963. In 1975 a survey of buildings in the district was completed. In 1994 the Board of Architectural Review adopted "Old and Historic District Design Guidelines." The district has been enlarged twice; first to add properties on South King Street and Edwards Ferry Road, and more recently to add Carlheim (Paxton property) in the northern part of the Town.

After adopting guidelines and meeting the training and administrative requirements of the federal government, Leesburg achieved "Certified Local Government" (CLG) status. This status recognizes the Town's capability to manage its historic resources, and enables the Town to receive federal funding in the form of grants for heritage resource conservation projects. The Town has administered many grants to survey, research, evaluate, and document its historic and archaeological resources.

The Town has a Board of Architectural Review (BAR) that administers the

Heritage Resources

historic district Zoning Ordinance provisions and advises the Town Council in efforts to preserve and protect historic structures and sites. Pursuant to section 15.2-2306 of the Virginia Code, the Town Council has authorized the BAR to review and decide upon applications within the historic districts for architecture, exterior alterations to buildings, demolition of buildings, new construction, relocation of structures, and signs. The BAR recommends designation of sites for inclusion in the H-1 or H-2 districts, or establishment of new historic districts or landmark sites.

In addition to the H-1 historic overlay district, the Town has an H-2 architectural design control overlay district for the significant tourist routes to Leesburg and the surrounding area. The BAR decides on architecture and other design elements of proposed development in the corridors in order to help protect the heritage resources of the Town and the area.

The Heritage Resources Policy Map shows the H-1 districts that have designated or have been determined to be significant enough to be designated in and around the Town. The original Old and Historic District, Carlheim (Paxton Property), and Greenway are the Town's designated H-1 districts. Surveys have identified ten other individual properties in the Town to be eligible for designation. In addition, a 2001 building survey identified a number of properties contiguous to the original Old and Historic District that are eligible for inclusion in that district. These properties include:

- Edwards Ferry Road from the Old and Historic District boundary at 229 Edwards Ferry Road to 707 Edwards Ferry Road,

- 303, 307, & 309 North King Street
- 18 (16) & 20 Union Street NW,
- Union Cemetery,
- 302 North King Street (Babson House), and
- 8, 10, 12, 14, & 18 Wilson Avenue.

There are many other properties that may be eligible for designation as H-1 districts. Detailed surveys would need to be conducted to determine their eligibility. The Heritage Resources Policy Map identifies six groups of properties in the Town that should be surveyed. These include:

- Parts of Pershing, Fairview, and Wilson Avenues, and Morven Park Road,
- 440 Dry Mill Road (Sam Rogers Farm), 452 Dry Mill Road, 114 & 118 Davis Avenue, 709, 710, 711, 715, 716, 720, & 724 Valley View Avenue, and
- 601, 603, 605, 609, 611, 711, 701, 705, 707, 709, 713, 715, 719, and 721 South King Street.

In addition, many other individual properties may also be eligible for H-1 designation. The Heritage Resources Policy Map also identifies existing and proposed H-2 Historic Corridor Architectural Control Overlay districts. There may be other corridors that should also be designated as H-2. The corridors are significant routes of tourist access to Leesburg or the area's heritage resources, and therefore development in those corridors should be subject to careful design review. The map also indicates that the existing corridors should be widened in order to better cover the visible portions of properties that are adjacent to the routes. The exact width of the widened corridors and any new

corridors will be determined as part of their designation process.

The Town has a well developed historic preservation program with zoning overlay districts, design guidelines, an appointed Board of Architectural Review, and

professional staff. The objectives that follow reflect the strength of this existing commitment, and represent an expression of the Town's intention to continue and expand upon past successes in preserving its heritage resources.

Objective 1. Make additions to the H-1 Old and Historic District to protect heritage resources.

- a. Maintain and update the inventory of heritage resources in Leesburg and its UGA/JLMA so that these resources can qualify and be added to the H-1 district.
- b. Maintain the Town's classification as a certified local government (CLG) in order to obtain funding to implement heritage resources goals and objectives.
- c. Continue to seek grants to research, survey, document, and rehabilitate heritage resources.
- d. Coordinate efforts with the County to identify, protect, and restore heritage resources in the UGA/JLMA.
- e. Establish priorities for incorporating heritage resources sites and features into the H-1 district.

Objective 2. Designate new H-2 corridor districts and expand existing H-2 corridor districts that apply to significant routes of tourist access.

- a. Include the W & OD Trail and key entry roads as additional H-2 corridor districts.
- b. Ensure that existing and newly designated H-2 corridor districts are sufficiently wide to encompass the visible portions of properties adjacent to the roads.
- c. Establish entrance features to the original Old and Historic District.
- d. Coordinate efforts with the County to identify, protect, and restore heritage resources in the UGA/JLMA.

Objective 3. Use the review process of private and public development to ensure that potential impacts on heritage resources are identified and mitigated.

- a. Conduct a survey under appropriate specifications of any known but unsurveyed historic or archeological resources that may be affected by proposed development, as part of the development application review process.
- b. Maintain and update the design guidelines for the H-1 and H-2 districts.
- c. Preserve historic and archeological resources in their context. Ancillary improvements, grounds, features, and views of historic resources should be protected in addition to the primary and secondary structures.

Heritage Resources

- d. Ensure that the heritage preservation planner reviews development applications for land adjacent to heritage resources to aid the Town's heritage resource protection efforts.
- e. Ensure that the development review process extends to land in the UGA/JLMA, through cooperation with the County as part of the referral process, in order to help protect heritage resources that are not in the Town.
- f. Ensure that Town codes, such as the Design and Construction Standards Manual (DCSM), and the capital improvement program (CIP) provide measures for adequate design and review to protect the Town's heritage resources.
- g. Overhead utilities should be relocated underground in the original Old and Historic District to help reinforce the historic character of the district.

Community Design

Goal

Leesburg will have an attractive and functional community design.

With its very beginning, Leesburg was created with conscious decisions about its built environment. The initial platting of streets and blocks created a form that still exists today in the heart of Town. Later building regulations required materials and dimensions that are treasured in our landmarks. A completely different set of rules were put into effect after World War II, and most of the Town's development is a result of those rules.

Design professionals have recently developed many new ideas and practices in response to the concern that our towns and developments have become less attractive and less functional. Those new ideas are actually reincarnations of the design principles that existed when Leesburg was founded. The guidelines that have given historic Leesburg its prized character, with provisions for modern technologies, are valuable tools today for creating the character of new developments within Leesburg.

These revived principles include ideas such as human-scaled design, the convenience of mixed uses, concern for environmental features, narrower and connected streets and a pedestrian emphasis.

Leesburg's community design needs to be considered at several different levels—the region, district and neighborhood, block and street, and lot and building. The patterns that are established at each of

these scales affect the attractiveness and functionality of the Town.

Also important are Leesburg's two community design patterns—one pre-dating World War II and the other following the war. One is embodied in the historic district, with its compact arrangement of a variety of uses, with easy pedestrian access along streets where the automobile is somewhat tamed. The other pattern accommodates the mobility of cars, protects land uses by arranging them in groups of similar uses, and relies on distance and spaciousness to create privacy and security. Both patterns are strong and deserve careful attention as the design of future development is decided. Infill development, redevelopment, and development on vacant tracts of land have different design issues depending on how they are situated in relation to the Town's two community design patterns.

Community design is collaboration between private property owners and the public. Property owners develop sites and construct buildings to meet their needs for shelter within the constraints set up by zoning and land development regulations. The public contributes to community design not only with public buildings and parks, but also with streets, the most used public property. The design of these sites, buildings and infrastructure affects how they function, as well as how they look.

Community Design

Although community design comprises more than visual attributes of the environment, views are a major aspect. Intimate views of building materials, plant colors, and paving textures are important as are views of landmark buildings such as the court house, Carlheim (Paxton property) and Dodona Manor, among

others. In Leesburg's rolling piedmont terrain, distant views are also important. In addition, the rivers and creeks that run around and through Leesburg add much to the Town's character, as does the W & OD trail. These resources can be value-added if they are incorporated into the urban fabric as amenities.

Objectives

Leesburg has recognized that community design is an important issue. However, most of the Town's conscious efforts at managing design have been focused on preserving the historic district and some of the approaches to it. Outside the historic district current regulations emphasize suburban lot layouts, which are not in keeping with the character of the Town.

In those non-historic areas, community design can encourage development in keeping with the character of the Town while at the same time meeting other objectives, such as enhancing Leesburg's role as an activity center in the region and a business center for western Loudoun County. Community design can also strengthen residential areas by ensuring the compatibility of adjacent development that provides needed housing, shopping, and employment.

Much can be done under the Town's regulatory authority to ensure that redevelopment, infill, and new

development are consistent with the Town character and enhance the community's aesthetics and functionality. Guidelines can provide more design direction, in terms of building location, mass, and height, and parking placement. Such guidelines would not only apply to private development, but they can also help bring about careful design and budgeting of public capital improvement projects as well.

County decisions about streets and other transportation facilities and services, water and sewer utilities, schools, and parks—as well as County approvals of private development—also affect the Town's community design. Joint planning in the UGA/JLMA, Town participation in special area or topical plans that the County may undertake, and Town comment on proposed private development and County policies are opportunities for the Town to protect and enhance its community design.

Objective 1. Improve community design of new development and redevelopment outside of the old and historic district.

- a. Establish maximum distance guidelines for walkable streets, blocks, and pad site locations. Consider and promote safety in these and other pedestrian-oriented areas.

- b. Design lots, including the placement of buildings, parking, access, and landscaping, to be compatible with existing and planned development in the immediate vicinity.
- c. Design buildings, including size, height, location, scale, massing, color, roofline, and materials, to enrich the character of Leesburg.
- d. Design streets with consideration given to the multi-modal functions of the streets and to abutting land uses. Careful attention should also be given to the design of the gateways into Town and other H-2 districts.
- e. Design development to improve transportation access and facilities (such as automobile parking, truck loading, bicycle parking, sidewalks, transit stops) for all available modes of transportation. Consider that design decisions promote the safe use of these facilities.
- f. Design development on high points in Town to prevent negative visual impacts related to the immediate vicinity and views from a distance. No negative visual impact should result regarding any design element or combination of elements, including height of buildings, location of open space, scale and mass of structures, color and type of materials, parking lot design and location, signs, and outdoor lighting.

Objective 2. Include design requirements in the Town's ordinances where it is appropriate and within the powers of the Town under state enabling legislation.

- a. Continue to implement guidelines for the H-1 Old and Historic Overlay District and the H-2 corridor overlay that reflect the broad range of community design issues.
- b. Continue to implement zoning ordinance and subdivision and land development regulations that reflect the broad range of community design issues.
- c. Implement standards in the design and construction standards manual (DCSM) that provide for appropriately designed facilities.
- d. Use homeowner association bylaws, when created under Town review as part of legislative actions, as a tool to implement community design guidelines.
- e. New subdivision and site design standards should be informed by the objectives of the natural resources element of the Town Plan.

Objective 3. Ensure that the Town's capital improvement projects take community design into account and make a positive contribution to the Town's character.

- a. Implement the protocol of the inter-departmental capital projects team to improve the design and implementation of all public projects.
- b. Ensure that capital improvements are sensitive to their context, especially in older residential areas.
- c. Retain or replace and enhance the tree canopy when designing and constructing community facilities.

Community Design

Objective 4. Ensure that development in the UGA/JLMA is appropriately designed.

- a. Maintain a good working relationship with the County and other governments, utilities, and agencies in the region to ensure appropriate design of their facilities.
- b. Coordinate with the County to ensure that its review of private development in the UGA/JLMA requires appropriate design.
- c. Work with all interested entities to develop design guidelines and other standards for appropriate design.

Land Use

Goal

Leesburg will offer a variety of land uses that are appropriately located and compatible to adjacent uses, that allow for diverse housing, employment, and retail and service opportunities, sufficient for the needs of the present and future while preserving the Town's green infrastructure and complementing its historic character.

For 250 years, the Town of Leesburg has evolved from a rural hamlet to the commercial center of western Loudoun County, one of the fastest growing counties in the nation. The pressures for growth in the Town are strong, nurtured by the robust regional economy that will continue to draw more businesses, government jobs and residents. Leesburg's challenge and vision is to accommodate its share of that growth while retaining and enhancing the town's character and quality of life.

The character of the Town is of paramount importance to Leesburg. In particular, the original Old and Historic District is the basis of Leesburg's identity. It is a compact, energizing mix of land uses; its blocks and buildings are pleasingly and conveniently human scaled; its streets, with automobiles tamed, glimpses of landmarks, and intimate views of architectural details, invite walking; its civic squares and rustic W & OD trail offer counterpoints of nature within a richly human environment.

The original Old and Historic District is cherished and its character and value should be further protected as downtown is expanded with major redevelopment and infill within the Bypass and along all major road corridors. In addition, much

of Northern Virginia's tourist attraction is its Civil War sites. Leesburg's development policies should protect Civil War and other historic sites and ensure that they are incorporated into any development as a valuable tourism destination.

The Town's more recent development, mostly outside the Bypass, should also be protected and enhanced. Seventy percent of Leesburg's housing stock was built after 1980 and 42 percent after 1990. These extensive residential areas and subdivisions provide a lower density pattern, wide streets, long blocks and more homogeneous types of buildings and designs than those within the Bypass. Future development and redevelopment should respect these existing residential areas by being compatible to the type and character of adjacent and nearby uses.

Low density residential development, without supporting nonresidential uses nearby, generates more and longer automobile trips. One way to minimize this traffic impact is to locate retail, service, and office uses near residential areas; and to locate these retail and service uses next to employment. Better integration of land uses will also improve pedestrian and bicycle mobility.

Land Use

Many of the objectives and land use categories of this Plan are intended to integrate and mix land uses in appropriate locations to reduce traffic problems.

To date, growth in the Town has been primarily the result of new development on vacant land with some redevelopment of existing uses or properties. Only 21 percent of the Town's total 7,588 acres remain available for development. As the supply of developable vacant land dwindles, redevelopment will play a greater role and will present new opportunities to integrate the goals and objectives of all elements of the Town Plan.

According to its round 7.0 projections, the Metropolitan Washington Council of Governments (MWCOC) projects the following for Leesburg by 2030, the horizon year for this Plan:

- 61,123 residents
- 21,787 housing units
- 31,268 employees.

The challenge for Leesburg will be to accommodate the projected increases in resident population, employees, businesses and housing while retaining and enhancing its character, services and quality of life.

The land use element of this Plan builds upon and integrates all of the guiding principles outlined previously in other elements of this plan and applies them to

future policy decisions of the Town Council, future administrative actions and future development applications. These principles have helped mold the goals and objectives of the land use element. The primary guiding principles of those goals and objectives are summarized below.

- Identify, protect, and restore a green infrastructure system
- Minimize adverse environmental impacts, such as air and water pollution, tree canopy loss, and noise
- Identify, protect and restore historic and archeological resources
- Address the quantity, quality and affordability of the housing supply
- Diversify the economy and build upon strengths of the region and the Town
- Approve development based upon attractive and functional community design standards
- Provide for a comprehensive park system
- Provide for community facilities that are cost-effective, equitable and environmentally sensitive
- Provide for a safe, convenient, efficient, transportation system

Such are the goals this Plan and these land use objectives seek to implement and apply in order to achieve well-designed, desirable land uses necessary to accommodate growth and maintain Leesburg's quality of life.

Objectives

The land use objectives are presented in two sets. The first is a set of objectives that address land use from a town-wide

perspective. The other is a set of objectives presented geographically, based on the four planning sectors (see the "Sector Objectives" and "Land Use Policy

Map” sections of this element) that include land both in the Town and the Urban Growth Area (UGA)/Joint Land Management Area (JLMA). The land use element concludes with a discussion of the Airport Area Land Use Policy Map.

For planning purposes, the Town has been divided into four sectors—Central, Northeast, Southeast and Southwest. They are delineated by the major arterial roads that accommodate regional traffic which result in physical divisions within the Town. The land use element utilizes the sectors to recognize geographic

differences and objectives, as well as to better distribute land uses so that each sector is self-sufficient in terms of housing, shopping and employment.

Land use objectives, the Land Use Policy Map, and the Airport Area Land Use Policy Map also address design and use of lands within the UGA/JLMA. It is understood that these properties are within the jurisdiction of Loudoun County and the contents of this Plan are intended as a starting point for a joint planning effort.

General Objectives

The means to achieve the goal of the land use element and the goals of the other eight elements of the Plan can be focused into these major land use themes:

- Protect resources
- Protect residential areas
- Preserve and expand town character in terms of uses and pattern
- Protect the airport
- Maintain supply of land for high wage employment
- Phase timing of development with adequate facilities
- Accommodate future growth

General land use objectives 1-15, below, are general land use objectives that represent a synthesis of the major objectives of the other elements of this Plan as they apply directly to land use. The land use objectives are designed to resolve the dynamic tension between current market forces and the overall vision for the Town. For example, the current demand for new housing and retail must be balanced with the

community’s desire to have land available when there is a market and where it is appropriate to build offices.

Protect Resources

Protection of natural and heritage resources is paramount to achieving the Town’s vision of preserving its quality of life. These two protections are essential first steps in determining the remaining land suitable for development or redevelopment.

Protect Residential Areas

Residential areas should be protected from incompatible uses and buildings as well as aircraft and traffic noise. Efforts should be made to maintain the quality of the housing stock as it ages, and additional housing should be available to accommodate future growth and a diverse workforce.

Land Use

Preserve and Expand Town Character

The Town's many historic resources, as well as the compactness, mixed uses, pedestrian friendly streets of the historic district, define Leesburg's identity and should serve as the model for future development. There is a desire to expand elements of the historic character outside the Bypass by encouraging new and infill development to use more efficient site planning principles and architectural features that reflect Leesburg.

Protect the Airport

The Leesburg Executive Airport is viewed as an economic engine for the Town. Land use decisions around the airport should prohibit residential intrusions and promote employment-generating uses that will support the airport.

Maintain Land Supply for Employment

The Town has a strong residential market and stock but desires additional local jobs to balance its economic base beyond the predominant retail/service and government jobs. Pressure to convert valuable non-residential land to residential has been constant. If Leesburg wants office, emerging technologies, or other high-wage employers, it must be willing to preserve the land until the market is ready.

Apply Mixed Use Concept

Having a mix of land uses in one location helps improve transportation in a number of ways. When uses are close enough to so people can walk among them it tends to reduce the number and length of automobile trips. In addition, increased densities in mixed use areas could improve bus transit by providing higher demand in a concentrated area. Mixed use areas should be considered in appropriate locations within the Town.

Phase Development

If uses are mixed and timed appropriately, the impact on existing facilities can be minimized. The community services and facilities element and objective 4 encourage the timing of development so that it is phased with public facilities being available.

Accommodate Growth

All projections lead to the conclusion that Leesburg and Loudoun County will continue to grow at a rapid pace. The challenge for the Town is to maintain its small-town character and quality while adding jobs and residents. The goals and objectives discussed previously culminate in the following land use objectives and the Land Use Policy Map in order to meet that challenge.

General Objectives

Objective 1. Preserve natural and heritage resources and design development so that these resources are incorporated as amenities.

Objective 2. Development and redevelopment shall be compatible with the Town's character in terms of land use and design.

Objective 3. Create a Town-wide land use pattern that accommodates desired levels of population and employment growth.

- a. Provide a variety of land uses that maintains the Town's jobs/housing balance—so that for every household there are between 1.4 and 1.7 jobs available.
- b. Provide land uses for a diversity of housing types so that affordable housing is available for those employed within the Town.
- c. Provide a mixture of types of development so that no more than 45 percent of general fund revenues are generated from residential sources.
- d. Produce periodic development reports as part of the Plan monitoring process that indicates the status of the jobs/housing ratio.

Objective 4. Ensure that development is approved only if adequate community facilities exist.

- a. Phase future development with capital facilities improvement programming.
- b. Obtain a fair share contribution for community facilities—such as schools, transportation, parks and recreation facilities, fire and rescue emergency services, public safety, and libraries—in the development review process.
- c. Prepare proffer guidelines for residential development that provide for uniform and equitable contribution for capital facilities costs related to development. Some of the community facilities, such as schools and fire and rescue, are provided by the County. Coordinate with the County to estimate capital facility costs on a per unit basis so that a capital intensity factor (CIF) can be established.

Objective 5. Ensure that development complies with the transportation objectives in the transportation element of the Plan.

Objective 6. Use the mixed use concept as designated in the planning sectors and in some land use categories to increase walkability and help reduce traffic. This type of development is not appropriate in established residential areas.

Objective 7. Allow uses that build upon regional and local economic assets.

- a. Protect the original Old and Historic District, including its function as a tourism and government center.
- b. Protect the river corridors and other green infrastructure of the Town, according to the objectives in the natural resources element.
- c. Encourage land uses that capitalize on the assets of the Route 7 “Learning Corridor.”
- d. Encourage land uses that capitalize on the transportation and economic development assets of the Dulles Greenway corridor.
- e. Protect the Leesburg Executive Airport from residential intrusions and encourage high wage employment and airport-related uses adjacent to and near the airport.

Land Use

- Objective 8.** Do not increase land designated Regional Retail.
- Objective 9.** Ensure that industrial development does not have high visibility and does not create a negative impact on residential areas.
- Objective 10.** Develop a joint land management agreement with the County that defines the Town and County as joint decision-makers for land around the Town. Reconvene the joint review committee established in the “Annexation Area Development Policies.”
- Objective 11.** Encourage infill development that is compatible with the character of existing or planned development in the vicinity.
- a. Mitigate potential negative impacts through site design, including location of facilities and access, building height, scale, and massing; and buffers between different uses.
- Objective 12.** Provide institutional uses, such as schools, libraries, and government facilities, throughout the Town.
- a. Facilities should be compatible in scale and design with existing or planned development in the vicinity.
 - b. Facilities should not have a negative impact in terms of automobile traffic, noise, lighting, and visibility.
- Objective 13.** Land use or intensity/density transitions should be provided between non-residential uses and residential areas.
- Objective 14.** Design King Street (Route 15) with consideration given to its being a gateway to the Town, an essential segment of the Journey Through Hallowed Ground corridor, and a multi-modal route bordering residential and commercial areas. Heavy landscaping and appropriate traffic calming should be used so that King Street functions as a Town street.
- Objective 15.** New development and redevelopment applications should provide for the construction of public facilities and infrastructure improvements, according to applicable standards for these facilities. These facilities and infrastructure should be provided as they are needed during the construction of the development.

Sector Objectives

For planning purposes, the Town is divided into four sectors bounded by the major arterial roads that provide the major

access to and around the Town: Route 7, the Route 7/Route 15 Bypass, and the

Dulles Greenway (see the Land Use Policy Map). These are identified as the:

- Central Sector (area inside the Bypass),
- Northeast Sector (the area outside the Bypass and north of Route 7),
- Southeast Sector (the area between the By-pass, Route 7, and the Greenway),
- Southwest Sector (the area outside the Bypass and west of the Greenway).

Each sector includes any portion of the UGA/JLMA that is associated with that sector.

The four sectors have their own particular character and that character should be protected and enhanced with the advent of new development or redevelopment.

The sector format is designed to provide specific land use objectives and development guidance to realize the optimal land use configuration for that sector. The Southeast Sector contains the airport, which drives much of the policy direction for this area. The land use objectives for each sector are designed to provide locations for those uses lacking within that sector so that automobile trips can be reduced, historic and natural resources can be preserved and public infrastructure funds can be used more efficiently.

If a general land use objective and a more specific sector objective conflict, the sector objective should take precedence.

Central Sector

The Central Sector contains the original Old and Historic District, which is the major determinant of the Town's character as well as that of the Central Sector. Opportunities for new development and redevelopment will help to extend that character into an enlarged downtown east and south of the current downtown. This will ensure that as the heart of Leesburg expands it maintains its scale and continues to serve as the County government seat, as a major regional tourist destination, and as a vital activity center for Town residents.

The Central Sector is the area located within the Route 7/Route 15 Bypass, which is a physical and psychological divider. It is 83 percent developed and primarily defined by the character of the original Old and Historic district, in which many of the original buildings, the grid street network, and the fine-grain, mixed

land use pattern still exist. Fine-grained is generally defined as a land use pattern that has several of the following characteristics:

- There are a variety of uses within a short distances promoting pedestrian use instead of automobile use
- Entrances to the uses are provided every 25 to 50 feet along the length of the block
- Buildings and their entrances are at the edge of the street rights-of-way
- Buildings have a mixture of uses, such as retail on the ground floor and residential and office on upper floors
- Buildings should have a mixture of scale and massing consistent with that of buildings in the original Old and Historic District
- Blocks are short and walkable, typically not more than 400 feet long

Land Use

- Architecture and public spaces are human scaled, rather than massive as found in regional retail shopping centers.

Beyond the original Old and Historic District, the sector is a mixture of stable residential areas and commercial uses along the major road corridors.

Most of the portion of the sector outside of the original Old and Historic District comprises older, stable residential areas dating to the post-World-War-II era. These residential areas will remain intact, enhanced with compatible infill and improvements to community facilities. Significant but inefficiently designed commercial uses are located in the southeastern quadrant of Catoctin Circle and on East Market Street. Light

industrial uses are also located on Catoctin Circle. Those areas are expected to redevelop in the near future, providing opportunities to expand the character of the original Old and Historic District, although at a higher, transitional density.

Only two significant parcels in the sector are undeveloped. The Rogers Farm on Dry Mill road at Lee Drive and the O'Connor tract on North King Street (which is partially in the Town and partially in the UGA/JLMA); and an old mobile home park south of East Market Street that is suitable for redevelopment.

The following objectives are designed to provide specific land use and development guidance for the Central Sector:

Central Sector Objectives

- Objective 1. Undertake all new development and redevelopment so that it reinforces the character of the Town.**
- a. Use the original Old and Historic District, with its fine-grained land use pattern of smaller, interrelated uses, its human scale, its public spaces, and its vistas related to historic buildings and streetscape character, as a model for land use and site design.
- Objective 2. Encourage retail, personal and professional services uses for the daily and weekly needs of residents of the Central Sector in locations where they are lacking. Such uses are not appropriate in established residential areas.**
- Objective 3. Pad sites should not have direct access to abutting major streets and should be located within 300 feet of the primary buildings, with sidewalks and landscaping to encourage walking.**
- Objective 4. New industrial, auto dealership, auto-related, and auto service uses are not appropriate. Existing uses can be expanded or updated if the land area is not increased.**

- Objective 5. Take advantage of redevelopment opportunities outside of residential areas, in such locations as the original Old and Historic District, the Crescent District in the southeastern quadrant of Town (includes the land adjacent to the King Street/Catoctin Circle intersection west of King Street), the East Market Street corridor, and the Shenandoah Shopping Center.**
- a. Encourage a fine-grained variety of retail, service, office, and residential uses.
 - b. Provide architecture, streetscaping, public spaces, pedestrian linkages and height of buildings reflecting a Main Street character. Buildings should be of a human scale on streets that are pedestrian-friendly.
 - c. Encourage floor area ratios (FARs) above 1.0, reflecting the development character of the original Old and Historic District.
 - d. Encourage affordable housing.
- Objective 6. Ensure that development of the Loudoun Healthcare's Cornwall Facility and adjacent properties is sensitive to the historic building on the site and the surrounding residential area as the facility continues to serve the changing medical needs of the Town and the County.**
- Objective 7. Locate medium density residential use for the developable land between the South King Street Food Lion and Tuscarora Creek.**
- a. Include access to Catoctin Circle (and the eventual redevelopment there) as a major element of the design.
- Objective 8. Preserve the rural character of the land on the west side of Route 15 north of Ida Lee Park and adjacent to Morven Park.**
- a. Encourage rural residential use for the land shown on the Land Use Policy Map for rural residential use.
 - b. If community facilities are considered for the site, they should be developed at a scale commensurate with the rural residential use planned for this property and designed in a way to protect sensitive environmental features of the property.
 - c. Minimize visibility of development from North King Street by taking advantage of existing topography and vegetation.
 - d. Use creative site design, including significant, well located landscaping, to help retain the rural character of the site when viewed from North King Street.
 - e. Design North King Street (Route 15) with consideration given to its being a gateway to the Town, an essential segment of the Journey Through Hallowed Ground corridor, and a multi-modal route. Heavy landscaping and appropriate traffic calming should be used so that that portion of North King Street functions as a Town street.
- Objective 9. Preserve the forested area on the Rogers Farm property if development occurs on the site.**

Land Use

- Objective 10.** Design improvements to Town Branch and other stream corridors so that they are amenities for public use.
- Objective 11.** Undertake all new development and redevelopment only in a manner that protects heritage resources according to the objectives in the heritage resources element of the Plan and the Heritage Resources Policy Map.
- Objective 12.** Preserve and protect the integrity of historic and archaeological resources.
- Objective 13.** Work with developers and Loudoun County to provide replacement housing for residents displaced by redevelopment.
- Objective 14.** Business and tourism-related opportunities should be encouraged and promoted in the original Old and Historic District. The intensity and architectural treatment of these uses should reflect the character of the district.
- Objective 15.** Parking lots and parking structures in the original Old and Historic District should not have a negative impact on the retail continuity, pedestrian experience or the character of the district.
- a. Parking lots and parking structures should not front on streets.
 - b. Parking lots and parking structures should be designed so they are wrapped with retail, office or residential use on the street frontage.
 - c. Plant shade trees in parking lots to reduce summer temperatures.
- Objective 16.** Roadways should be designed to preserve and continue the character of the original Old and Historic District and the more compact, walkable pattern inside the Bypass.

Northeast Sector

The Northeast Sector is located outside the Route 15 Bypass and north of Route 7. It is 83 percent developed. Regional retail uses are located on the eastern frontage of the Bypass, with access via Edwards Ferry Road and Fort Evans Road and include the Premium Outlet Mall, Kohl's, Costco, Target, and Home Depot and the Battlefield Shopping Center. The newly constructed Potomac Station Shopping Center is located in this

sector and serves as a community level retail center.

There is low density residential development in the northern portion of the sector. The low density Potomac Station and Landsdowne subdivisions are located in the eastern portion of this sector, both in the Town and in the UGA/JLMA, respectively. There is open space along much of the Potomac River frontage, including public park land and

land with conservation easements that preclude additional development.

The Northeast Sector has two large areas that are not developed, which constitutes much of the developable land remaining in the Town. One area is located between the Outlet Mall, Route 7, and Battlefield Parkway. The other is land adjacent to

the Rehau development and includes land in the northwest quadrant of the intersection of Fort Evans Road and Battlefield Parkway.

The following objectives are designed to provide specific land use and development guidance for the Northeast Sector:

Northeast Sector Objectives

Objective 1. Do not increase land designated for Regional Retail. Existing uses can be expanded or updated if the land area is not increased.

- a. Design updated and expanded retail use to incorporate integrated open space, landscaping, and pedestrian access and circulation as essential elements of the project.

Objective 2. Locate Community Office uses in the northwest quadrant of the intersection of Battlefield Parkway and Fort Evans Road.

- a. Development should be designed as a unified project in which integrated open space, landscaping, and pedestrian access and circulation are essential elements of the project. The historic farm in this area should be protected.
- b. Secondary uses should be integrated into development as described in the land use categories [see the Land Use Policy Map section, pp. 48—58].

Objective 3. The land east of Costco is designated for Community Office with a floor area ratio (FAR) at the low end of the range.

- a. Provide a minimum 50-foot buffer between the use on this site and the existing attached single-family residential development.
- b. Design the project to blend with the residential architecture and to protect the steep slopes.
- c. Flexibility in the amount and kind of retail may be considered to enhance the availability of retail services.

Objective 4. The land area adjacent to Battlefield Parkway generally located between Fort Evans Road and Route 7, the majority of which is within the Potomac Station planned unit development, is appropriate for Community Commercial use.

- a. The maximum building floor area should be 250,000 square feet for non-residential buildings.

Land Use

- b. An anchor grocery store of no more than 60,000 square feet should be provided.
- c. Other retail space should not exceed 10,000 square feet per tenant.
- d. Offices should not exceed 30 percent of the non-residential building area.
- e. The maximum residential building area should be one dwelling per 600 square feet of the non-residential building square footage.
- f. Land fronting on northern side of Route 7 between Tolbert Middle School and Potomac Station Shopping Center is appropriate for development consistent with the Community Commercial land use category, as shown on the Land Use Policy Map [see also the Land Use Policy Map section, pp. 48—58]. As an option, use consistent with the Community Office land use category may be considered if no access is provided to Route 7. Under this option, development at an intensity above .35 FAR can be achieved if pedestrian and vehicular connections are provided to the non-residential portion of Potomac Station.

Objective 5. The wetlands located near the intersection of Edwards Ferry Road and Battlefield Parkway should be preserved as a unique natural resource.

Objective 6. Preserve and protect the integrity of historic and archaeological resources.

Objective 7. Design development on the higher elevations on the north side of Fort Evans Road to prevent negative visual impacts related to the immediate vicinity and views from a distance. No negative visual impact should result regarding any design element or combination of elements, including height of buildings, location of open space, scale and mass of structures, color and type of materials, parking lot design and location, signs, and outdoor lighting.

Objective 8. Land fronting on the northern side of Route 7 between the Harper Park Middle School and Bow Lake Place is appropriate for development consistent with the Low Density Residential land use category, as shown on the Land Use Policy Map [see also the Land Use Policy Map section, pp. 48—58]. As an option, use consistent with the Community Office land use category may be considered if (1) there is no access to Route 7, (2) the primary access is not via Bow Lake Place, and (3) a 50 foot vegetative buffer area is provided adjacent to residential development.

Southeast Sector

This sector is located between the Route 7, the Route 7/15 Bypass, Dulles Greenway, and Sycolin Creek, which is the southern boundary of the UGA/JLMA.

The UGA/JLMA comprises about one-half the area of the sector, which is 41 percent developed and has 2,300 vacant acres, more available land than any other

sector. There are four distinct areas within this sector—the residential areas south of the Bypass, Leesburg Executive Airport area, the Route 7 corridor, and the industrial areas around Cochran Mill Road.

Residential development consists of the Oaklawn, Tavistock, and Kincaid subdivisions located south of the Bypass. There are no retail areas within this sector.

The Leesburg Executive Airport is the prominent feature of this sector and a major economic resource for the Town and County. Undeveloped land near the airport can provide opportunities for land uses that either support the airport functions or take advantage of the unique accessibility that the airport provides.

The major gateways of Route 7 and Dulles Greenway offer opportunities for intensive development of emerging technologies, higher education facilities, corporate offices, research and development, hotels, and conference centers. These sites are appropriate for the Town's highest intensities because of their regional access.

The Cardinal Park Drive/Trailview Boulevard area includes a variety of light industrial and auto-related uses. This is one of the few viable remaining industrial areas within the Town limits.

Loudoun County owns a large tract of land southeast of the airport and Sycolin Road. Philip A. Bolen Park, a 400-acre

regional facility, has been approved for a portion of the site. There is also an 89-acre site opposite the airport that contains vehicle storage and maintenance facilities, a fire training facility, offices, and land for future facilities.

Within the UGA/JLMA, there is an existing industrial area on Cochran Mill Road near Route 7. Stone quarries, concrete and asphalt mixing plants, and other manufacturing businesses are located east of the W & OD Trail. There is land available for future industrial development on either side of Cochran Mill Road.

No public water and sewer service is available in the UGA/JLMA portion of the sector.

Major road improvements are needed to serve proposed development. Crosstrail Boulevard is a 4-lane road identified in the County's transportation plan that extends from River Creek Parkway to the Greenway south of the airport. Russell Branch Parkway is a 4-lane road planned to extend from Battlefield Parkway to Crosstrail Boulevard, south of and parallel to Route 7. A regional commuter park and ride facility is also identified in the County's transportation plan for a location near the Greenway and the Town boundary.

The following objectives are designed to provide specific land use and development guidance for the Southeast Sector:

Southeast Sector Objectives

- Objective 1. Encourage Regional Office use, which includes corporate headquarters, emerging technologies facilities, hotels, conference centers, and higher educational facilities, along the Route 7 corridor and between the Leesburg Executive Airport and Dulles Greenway.**

Land Use

- a. Provide an option along the Route 7 corridor for additional uses (residential and retail) under certain conditions stated in the Regional Office category [see the Land Use Policy Map section, pp. 48—58].

Objective 2. All development in the Route 7 corridor should be designed according to the H-2 District guidelines and shall create a desirable gateway into the Town.

Objective 3. Building heights should be compatible with the Leesburg Executive Airport and surrounding residential areas.

Objective 4. Protect the Leesburg Executive Airport from incompatible land uses.

- a. Implement land use categories depicted on the Airport Area Land Use Policy Map and accompanying text in order to limit the development of noise-sensitive uses, such as residences, hospitals, and convalescent homes, in areas close to the airport and subject to typical flight patterns generated by the airport.
- b. Require the disclosure at the time of purchase of property in areas subject to typical over flight that the property may be subject to noise from airport traffic.
- c. Develop a program to notify the public within the area subject to over flight, as indicated by the typical flight patterns on the Airport Area Land Use Policy Map that the area may be subject to over flight air traffic noise.

Objective 5. Locate commercial aeronautical support services, such as fixed base operators and specialized aeronautical service operators, as defined by the Federal Aviation Administration, which provide aeronautical support services to the flying public, only on the Leesburg Executive Airport property.

Objective 6. Preserve and protect the integrity of historic and archaeological resources.

Objective 7. Design development on the high elevation located between Kincaid Forest and Tuscarora Creek to prevent negative visual impacts related to the immediate vicinity and views from a distance. No negative visual impact should result regarding any design element or combination of elements, including height of buildings, location of open space, scale and mass of structures, color and type of materials, parking lot design and location, signs, and outdoor lighting.

Objective 8. New industrial, auto dealership, auto-related, and auto service uses are not appropriate. Existing uses can be expanded or updated if the land area is not increased.

- Objective 9.** Philip Bolen Park should be developed as a regional park as planned by the County and adequate road access should be provided in order to provide needed recreational facilities and development that is compatible with the Leesburg Executive Airport.
- Objective 10.** Land fronting on the eastern side of Sycolin Road between the Route 15 Bypass and the planned Battlefield Parkway is appropriate for development consistent with the Low Density Residential land use category, as shown on the Land Use Policy Map [see the Land Use Policy section, pp. 48—58]. As an option, uses consistent with the Community Office land use category [see the Land Use Policy Map section, pp. 48—48] may be considered if (a) an appropriate buffer is provided for adjacent residential development; (b) substantial consolidation of the parcels is achieved and development is coordinated with existing uses; and (c) access is aligned with Hope Parkway and coordinated with other access points on Sycolin Road.
- Objective 11.** The land designated for the Regional Office category along the eastern side of the Dulles Greenway north of Tolbert Lane is appropriate for this type of development if the following conditions are met:
- A 50 foot baseline setback from residential property lines should be provided. For every foot of building height, two feet of additional setback (beyond the 50 foot baseline setback) should be provided
 - A maximum of 10 percent of the total building square feet may be used for daily retail and services.
 - A planted S-3 buffer, at least 50 feet wide, should be provided on any boundary abutting residential uses or zoning districts. No development should occur within this buffer area except for pedestrian or bicycle walks or trails.
 - All other criteria contained in the definition of the Regional Office land use category that are not superseded by the above conditions should be satisfactorily addressed.

Southwest Sector

The Southwest Sector is located south of the Route 7 Bypass and west of Dulles Greenway. The Southwest Sector is 48 percent developed primarily with residential uses. Residential use in the Town portion of the sector is low density while in the UGA/JLMA it is rural density. Three schools and Freedom Park are located in the sector. There are no retail uses within this sector and residents

must travel to other parts of the Town to do daily shopping and services.

There is an undeveloped tract of about 300 acres in the middle of the Town portion of this planning sector.

Public water and sewer service is available in the Town portion of the sector for new development. Rural residential

Land Use

development in the UGA/JLMA will not need public sewer and water.

The following objectives are designed to provide specific land use and development guidance for the Southeast Sector:

Southwest Sector Objectives

Objective 1. The land between Evergreen Mill Road, Route 15, Stowers Lane, and the Bypass is appropriate for Community Commercial use.

- a. The total area of commercial buildings should not exceed 150,000 square feet.
- b. An anchor grocery store of no more than 70,000 square feet should be provided.
- c. Other commercial space should not exceed 10,000 square feet per tenant.
- d. No residential use is appropriate.
- e. A 50 foot planted or natural vegetative buffer area is provided adjacent to residential development.

[This portion of the page intentionally left blank.]

[This page intentionally left blank.]

Land Use

- Objective 2.** The 275 acre site bounded by Rt. 15, Evergreen Mill Road, and Masons Lane should be developed at a residential density of one (1) dwelling unit per acre.
- Objective 3.** Preserve and protect the integrity of historic and archaeological resources.
- Objective 4.** Design South King Street (Route 15) with consideration given to its being a gateway to the Town, an essential segment of the Journey Through Hallowed Ground corridor, and a multi-modal route bordering residential and commercial areas. Heavy landscaping and appropriate traffic calming should be used so that that portion of South King Street functions as a Town street.
- Objective 5.** Protect the Leesburg Executive Airport from incompatible land uses.
- a. Implement land use categories depicted on the Airport Area Land Use Policy Map and accompanying text in order to limit the development of noise-sensitive uses, such as residences, hospitals, and convalescent homes, in areas close to the airport and subject to typical flight patterns generated by the airport.
 - b. Require the disclosure at the time of purchase of property in areas subject to typical over flight that the property may be subject to noise from airport traffic.
 - c. Develop a program to notify the public within the area subject to over flight, as indicated by the typical flight patterns on the Airport Area Land Use Policy Map, that the area may be subject to over flight air traffic noise.

Land Use Policy Map

The Land Use Policy Map will be utilized in conjunction with the goals, objectives and text of this Plan to direct new development, redevelopment and public facilities decisions. In making such land use and infrastructure decisions for specific projects, relevant goals and objectives stated throughout all elements of this Plan must be considered in conjunction with the map's assigned category for that parcel.

Land use designations in the UGA/JLMA are recommendations, to be used as the

basis for a joint planning effort with Loudoun County, upon adoption of the Town's Plan. Upon agreement on the appropriate land uses and the boundaries of the UGA/JLMA, the Town and County will amend their Plan maps accordingly. It is understood that the County retains regulatory authority over parcels within the UGA/JLMA. These recommended land uses are based upon the Town's concerns for growth adjacent to its borders and the significant impacts on the Town's residents, businesses, facilities and fiscal health.

The Land Use Plan Map is intended to provide site-specific direction of the general land use desired, with additional detailed direction provided by:

- Goals of all Plan elements
- General objectives of all Plan elements
- Sector objectives of the land use element
- Text of the Plan

The Land Use Policy Map has been developed with those goals and objectives in mind and is implemented as a series of land use categories. The following describes each land use category.

Residential

Table 1 shows the different residential categories, their density ranges, and the types of buildings that are generally developed within those density ranges. Each of the categories is designated separately on the Land Use Policy Map.

When the Town Plan states a range of densities for a residential land use category, it is the Town Council's position that the low end of the stated range provides the most appropriate use of the property. Clear justification is needed before development at a higher density is warranted or appropriate.

Consideration of a density above the low end of the range should be based on an application's conformance with ordinance requirements under the proposed zoning and the extent to which applicable objectives in the Town Plan are fulfilled or exceeded, but exceeded in a manner that justifies special consideration. Included in such objectives are, but not limited to, the following:

1. Protection of natural resources, including green infrastructure and tree save areas.
2. Protection of heritage resources.
3. Provision of community facilities, including transportation.
4. Offset of community facilities costs, such as related to schools, fire and rescue facilities.
5. Provision of park and recreation facilities.
6. Inclusion of design amenities, including landscaping, streetscaping, setbacks or berming along major roads.
7. Addressing affordable housing goals and objectives.
8. Compatibility with the surrounding area.
9. Commitment to provide appropriately phased development.

Table 1: Residential

Category	Density Range	Building Type
Rural	1 dwelling unit/20 acres	Single-family detached
Low	1-4 dwelling units/acre	Single-family detached, single-family attached (if part of a cluster)
Medium	5-12 dwelling units/acre	Single-family detached, single-family attached and multifamily

Downtown

The Downtown land use category covers much of the Central planning sector. The heart of the Downtown, and of Leesburg itself, is the historic crossroads of King and Market streets. Town and County government offices, businesses, and residences are situated around this intersection that form the original Old and Historic District. Those uses form a fine-grained mix that is surrounded by historic residential areas. This mixed use core is surrounded by historic residential and newer residential areas, such as Ayree,

Land Use

Silver Oaks, and Virginia Knolls. These areas are planned to remain as they are, with compatible residential infill.

Outside of these residential areas, many properties along South King Street, East Market Street, and the southeastern quadrant of Catoctin Circle (the Crescent District) are occupied by mid-20th century

retail and industrial land uses. These areas offer opportunities for rehabilitation, significant redevelopment, and infill. Such development should extend the character of the original Old and Historic District, with a fine-grained mix of multi-story buildings in a pedestrian-friendly environment.

Regional Office

Intent

1. To help meet the need for a broad spectrum of local and regional employment that offers high paying jobs and supports a balanced tax base.
2. To provide some of the daily retail and service needs of people associated with the primary office use in a convenient manner that reduces automobile use.
3. To provide these service and retail uses within walking distance of the primary office uses.
4. To provide a high degree of regional and local transportation accessibility, including automobile, bus, pedestrian, and bicycle modes of transportation.
5. To encourage development along the major gateway corridors into Town that is compatible with adjacent uses and Leesburg's character.
6. To provide an option, additional retail and service uses and residential uses, where the Town determines that it promotes compatibility with residential areas, reduces automobile traffic, and/or provides a multi-activity environment. (See the "Optional Uses and Design" subsection, below.)

Uses

1. Office uses, include including corporate headquarters, emerging technologies facilities, other public and private sector office uses, hotels, conference centers, and higher educational facilities and other major office users.
2. Retail and services for daily needs of workers, customers, and businesses in the development, including such uses as personal services (e.g., dry cleaners, hair dressers), business services (e.g., office supplies, copying centers), bank facilities, restaurants, health clubs, and day care facilities.

Intensity

1. The floor area ratio (FAR) should be between .35 and 1.0.
2. Up to 20 percent of total building square feet for retail and services.
3. At least 5 percent of the site's land area, excluding any open space for natural resource protection (such as creek valley or tree preservation land) or required landscaping, should be provided for well-integrated outdoor use and amenity.

Site Design and Location

1. The site should be designed architecturally and functionally as a well-integrated unit.
2. In order to make a visual statement in the gateways to the Town, office buildings should be located close to the highway with parking behind, or underneath and/or located in the interior of the development.
3. Retail and service uses should be located within office buildings or oriented to the interior of the site and should be within walking distance of the office buildings that they serve.
4. Pad sites are not appropriate.
5. Structured parking is strongly encouraged.
6. Site design should conform to H-2 district design guidelines.
7. Provide pedestrian and bicycle access. Site design should provide accessibility and internal circulation for automobiles, public transportation, bicycles, and pedestrians.
8. Gateway landscaping should be provided in addition to landscaping and buffer ordinance requirements.

Building Design

1. Strongly encourage the incorporation of retail and services into office buildings; or they should be designed as a unified group of buildings located within 600 feet of the primary use.
2. Building design should conform to H-2 district design guidelines.
3. Architecture should be compatible with and reflective of character, materials, and features of Leesburg.

Optional Uses and Design

As an option, individual projects may include up to 50 percent combined retail and residential use, such combination not to exceed 25 percent residential or 35 percent retail, but retail not to exceed 250,000 square feet, measured in building square feet. The following criteria should be used to evaluate proposals with mixed use characteristics:

1. Any retail and service uses may be considered that provide for daily and weekly needs of people associated with the project, and for comparison and entertainment shopping for a larger market area.
2. Individual retail tenant building size should not exceed 60,000 square feet, with a footprint of no more than 30,000 square feet.
3. The office component of a project should be the predominant use as construction occurs.
4. Regional office projects that include a retail and/or residential component must be approved under a single integrated plan of development and designed as a well-integrated unit.
5. Land use or intensity/density transitions should be provided between nonresidential uses and existing residential areas.
6. Such a project should offer the benefits of convenience, accessibility, and social and economic vitality.

Land Use

7. Such a project should combine uses vertically or horizontally to achieve convenience and walkability.
8. Such a project should have a Main Street character with a fine-grained land use pattern at a human scale. Blocks are typically not more than 400 foot long.
9. Buildings should be located at the edge of the street right-of-way and have entrances every 25 to 50 feet along the right-of-way.
10. Design elements should be integrated with wide sidewalks, street trees, benches, and entrances to buildings at the edge of street rights-of-way, bicycle facilities, structured parking, and usable public spaces.
11. Buildings should be at least two stories.
12. All facades of buildings should be designed with architectural detail consistent with that of the front elevation of the building.
13. Pedestrian circulation should be designed as an integral part of the development.
14. Vehicular and pedestrian links should extend into the surrounding development.
15. Streets should be designed for the comfort and convenience of pedestrians, including wide sidewalks, street trees, and benches and other amenities. Street design should calm automobile traffic and provide appropriate accommodations for public transportation and bicycles.
16. Such a project should provide 10 percent of the gross land area for outdoor amenity and use, preferably to include a connective character between or among various uses.
17. Parks and streets should be designed to support adjacent uses.
18. Landscaping should exceed ordinance requirements and should be part of the streetscape, parks, and open spaces.
19. Such a project should be designed to encourage pedestrian use and discourage automobile use.
20. Such a project should provide accessibility and internal circulation for automobiles, public transportation, bicycles, and pedestrians.

Implementation

1. The site should be developed and approved under a single development plan.
2. The project should be subject to phasing related to the provision of adequate community facilities.

Community Office

Intent

1. To help provide for the diverse employment needs of the Town.
2. To provide some of the retail and personal services needs of the employees and customers of the primary use for daily needs.

Uses

1. Office uses, including corporate headquarters, emerging technologies facilities, hotels, conference centers, and higher educational facilities
2. Retail and services for daily needs of workers, customers, and businesses in the development, including such uses as personal services (e.g., dry cleaners, hair dressers),

business services (e.g., office supplies, copying centers), banking banks, restaurants, health clubs, and day care facilities.

Intensity

1. The maximum floor area ratio (FAR) should be .60.
2. Up to 20 percent of total building square feet for retail and services.
3. At least 5 percent of the site's land area, outside excluding any open space for natural resource protection (such as creek valley or tree preservation land) or required landscaping, should be provided for well-integrated outdoor use and amenity.

Site Design and Location

1. The site should be designed architecturally and functionally as a well-integrated unit.
2. Retail and service uses should be located within office buildings or oriented to the interior of the site and should be within walking distance of the office buildings that they serve.
3. Pad sites are not appropriate.
4. Provide pedestrian and bicycle access. Site design should provide accessibility and internal circulation for automobiles, public transportation, bicycles, and pedestrians.
5. Landscaping should be provided in addition to landscaping and buffer ordinance requirements.

Building Design

1. Strongly encourage the incorporation of retail and services into office buildings; or they should be designed as a unified group of buildings located within 600 feet of the primary use.
2. Architecture should be compatible with and reflective of character, materials, and features of Leesburg.

Implementation

1. The site should be developed and approved under a single development plan.
2. The project should be subject to phasing related to the provision of adequate community facilities.

Regional Retail

Intent

1. To meet the needs for comparative shopping and entertainment or recreation shopping needs for a market area of 15 or more miles.
2. Market area up to 15 or more miles for a population of 150,000 or more.

Land Use

Uses

1. Retail and service uses including department stores, clothing and other specialty stores, restaurants, theaters, service stations, and health clubs.
2. Office uses and hotels.

Intensity

1. The maximum floor area ratio (FAR) should be .35.
2. Individual retail tenant size should not exceed 150,000 square feet.

Site Design and Location

1. The site should be designed architecturally and functionally as a well integrated unit.
2. Pad sites should not have direct access to abutting major streets and should be located within 300 feet of the primary buildings, with sidewalks and landscaping to encourage walking.
3. Automobile access from abutting major streets should be consolidated, while at the same time providing adequate access and internal circulation.
4. Site design should take provide accessibility and internal circulation for automobiles, public transportation, bicycles, and pedestrians.
5. Promote structured parking as a means to help consolidate regional retail use so that it is more walkable.
6. Internal parking lot landscaping should be incorporated or augmented and exceed ordinance requirements.
7. Pedestrian circulation should be designed as an integral part of the development.

Building Design

1. Building height should not exceed 45 feet.
2. Architecture should be compatible with and reflective of character, materials, and features of Leesburg.

Implementation

Land designated as Regional Retail on the Land Use Policy Map should be not increased.

Community Commercial

Intent

1. To meet the planning sector needs for daily and weekly shopping and personal services.
2. Market area up to 4 miles for up to 3,000 households.

Uses

1. A grocery store as should be the single anchor store.

2. Retail and personal services, including such uses as dry cleaners, nail parlors, hair dressers, office supplies, restaurants, pharmacies, bookstores, service stations, and day care facilities.
3. Offices, such as medical, legal, real estate, travel, etc.
4. Residential use can be considered.

Intensity

1. The maximum building floor area for the Community Commercial area designated in the Northeast Sector for Potomac Station should be 250,000 square feet for non-residential buildings.
2. The maximum building floor area for the Community Commercial area designated in the Southwest Sector for the land between the Bypass, Route 15, Stowers Lane, and Evergreen Mill Road should be 150,000 square feet.
3. There should be no residential development in the Community Commercial area designated in the Southwest Sector for the land between the Bypass, Route 15, Stowers Lane and Evergreen Mill Road.
4. The maximum residential building area in the Community Commercial area designated for Potomac Station in the Northeast Sector should be one dwelling per 600 square feet of the non-residential building square footage.
5. Office uses should not exceed 30 percent of the total non-residential square feet.

Site Design and Location

1. Community Commercial projects should have a Main Street character with a fine-grained land use pattern at a human scale. Blocks are typically not more than 400 foot long.
2. Buildings should be located at the edge of the street right-of-way and have entrances every 25 to 50 feet along the right-of-way.
3. Design elements should be integrated with wide sidewalks, street trees, benches, and entrances to buildings at the edge of street rights-of-way, bicycle facilities, structured parking, and usable public spaces.
4. All facades of buildings should be designed with architectural detail consistent with that of the front elevation of the building.
5. Such a project should combine uses vertically or horizontally to achieve convenience and walkability.
6. Such a project should offer the benefits of convenience, accessibility, and social and economic vitality.
7. Such a project should provide 10 percent of the gross land area for outdoor amenity and use, preferably to include a connective character between or among various uses.
8. Buildings should be at least two stories.
9. Pad sites should not have direct access to abutting major streets and should be located within 300 feet of the primary buildings, with sidewalks and landscaping to encourage walking.
10. Land use or intensity/density transitions should be provided between non-residential uses and existing residential areas.
11. Design guidelines of the H-2 design corridor overlay district apply in addition to the others in these guidelines.

Land Use

12. Streets should be designed for the comfort and convenience of pedestrians, including wide sidewalks, street trees, and benches and other amenities. Street design should calm automobile traffic and provide appropriate accommodations for public transportation and bicycles.
13. Parks and streets should be designed to support adjacent uses.
14. Vehicular and pedestrian links should extend into the surrounding development.
15. Landscaping should exceed ordinance requirements and should be part of the streetscape and open spaces.

Building Design

1. Buildings should be at least two stories, and building height should not exceed 45 feet.
2. All facades of buildings should be designed with architectural detail consistent with that of the front elevation of the building.
3. Architectural treatment, materials, and colors should be compatible with adjacent residential architecture.

Implementation

1. The site should be developed and approved under a single development plan.
2. The project should be subject to phasing related to the provision of adequate community facilities.

Community Office/Light Industrial

Where land is designated Community Office/Light Industrial on the Land Use Policy Map, development following guidelines for Community Office and Light Industrial land use categories is appropriate.

Light Industrial

Light industrial uses contain such uses as flex industrial facilities, light manufacturing and assembly, automobile related facilities, including dealerships and body shops, swimming pool outlets, and home improvement wholesalers. Industrial uses should have little or no visibility from major roads and residential areas. This category applies to the UGA/JLMA only.

Heavy Industrial

Heavy industrial use contains uses such as quarry extraction and related manufacturing uses, solid waste facilities, construction firms, large vehicle storage, and regional distribution warehousing. Industrial uses should have little or no visibility from major roads and residential areas. This category applies to the UGA/JLMA only.

Major Open Space

The Major Open Space category includes several large parks, private golf courses, and major tracts along the Potomac River that are protected by conservation easements. Two regional multi-use paths are also shown on the map. Parks and other open space land smaller than ten acres are not shown on the Land Use Policy Map. Additional open space may be established from time to time.

The Green Infrastructure Policy Map identifies the major parks, as well as other areas to be preserved. These open space and green infrastructure lands provide buffers between land uses, places for passive and active recreation, land for wildlife habitat, and locations for bicycle and pedestrian paths, as well as air and water quality benefits. The parks, open space, and green infrastructure areas are depicted on the Green Infrastructure Policy Map, and its administration is outlined in the natural resources element of this Plan. Additional such spaces may be established from time to time.

Major Institutional

The Major Institutional category, as shown on the Land Use Policy Map, includes a variety of facilities that provide services for the community and that are

developed on at least 10 acres. Some major institutional facilities are owned and operated by Town, County, state, and federal governments. Some are owned and operated as private facilities. Major institutional facilities include Town and County government offices and facilities, the Town's water supply and wastewater treatment plants, Loudoun County public schools, the Loudoun County Government Office Park on Sycolin Road, the Federal Aviation Administration facilities, and the Virginia Department of Transportation residency office for Loudoun. Loudoun Hospital at Cornwall is a private institutional facility. Institutional facilities developed on smaller than ten acres are not shown on the Land Use Policy Map. Additional institutional uses may be developed throughout the Town on appropriate sites when the need dictates.

Airport Area Land Use Policy Map

The Airport Area Land Use Policy Map shows the location of the airport, the extent of the runways in 2005 and the anticipated extension on the southern end of the runway. Also identified on the policy map are the runway protection zones as established under Federal Aviation Administration regulations, air traffic flight patterns, and an area of influence as drawn by the Leesburg Airport Commission. The runway protection zone establishes an area within which building heights that might interfere with landings and take-offs are limited. The traffic flight pattern covers an area that is subject to overflights from aircraft using the airport. People should expect to hear aircraft routinely within this area. A line circumscribing the land area within 7,500 feet from the centerline of

the runway identifies the airport's area of influence. Residents within this area may hear aircraft overflights also, but less frequently than people located within the traffic flight pattern.

Land uses for the area shown on the map have been addressed in the Land Use Policy Map and the Southeast Sector and Southwest Sector objectives. Generally, Regional Office, Community Office, Community Office/Light Industrial, and Major Institutional land use categories are designated from Dulles Greenway eastward to Tuscarora Creek. Those categories call for land uses that are compatible with the airport and its operations. Parks, such as the proposed Bolen Park across Sycolin Road from the airport, are another compatible use

Land Use

planned near the airport. No residential land uses should be developed where these categories are designated.

Rural Residential and Low Density Residential land uses are planned west of the Dulles Greenway. They are

compatible with the existing land use pattern, which is supported by schools and recreation facilities on Evergreen Mill Road. Similarly, the Low Density Residential designation in the Southeast planning sector is compatible with existing land use patterns and community facilities.

Housing

Goal

Leesburg will have a high-quality housing stock that accommodates future population and workforce, and will be diverse in terms of building type and affordability levels.

Leesburg will continue to be a high growth area for the foreseeable future. The Metropolitan Washington Council of Governments has projected that population could increase by 116 percent, from 28,311 counted in the 2000 U. S. Census to 61,100 people in 2030. To house those people, the number of residences needed is estimated to be 21,800 dwellings—nearly double the 10,325 units that were counted in the national census.

It is important that the Town make provisions for future population growth

and the housing that will be needed to accommodate it. Due to the competing pressures for more residential land in the current market and the desire to retain land for office development, there will be limited acreage for residential development. In addition, as the region's housing prices continue to soar, affordable housing for a broad range of job types is important. Finally, as the town's fairly new housing stock ages, it is important to maintain the quality of both the housing units and the residential areas.

Objectives

A diverse housing stock is important to accommodate a variety of choices for existing and new residents and employees. Diversity is mentioned in terms of building type, housing price, tenure and location.

Quantity of Housing

Due to the broad range of demographics and income, a wide variety of housing unit types and price ranges will be needed in Leesburg by 2030. Families, singles, and empty-nesters, all generate a demand for

diverse housing. The Town's housing supply is fairly diverse in terms of type with 45% single-family, 30% townhomes and 25% multi-family. Housing diversity is also discussed in terms of tenure (ownership and rental) and location (in and around the historic district and in extensive suburban tracts).

In order to accommodate the needed new dwellings on the limited acreage available, residential densities will have to be higher and lots smaller. However, with redevelopment and infill in downtown

Housing

and the Crescent District, there are appropriate locations and opportunities for more dense housing. Objective 1 addresses the housing supply.

Quality of Housing

Census information indicates that the vintage of the Town's housing stock is relatively recent—more than 42 percent of the houses have been built since 1990 and 70 percent since 1980. Over the next twenty years or so, the structural and physical condition of that housing will be subject to deterioration. According to the 2000 U.S. Census, only 0.03 percent of Leesburg's housing is substandard, lacking complete plumbing or kitchen facilities.

The Town receives funding from the Community Development Block Grant program through the County. Similar programs offered by other agencies and nonprofit organizations are available to assist with maintaining housing quality and infrastructure. Objective 2 addresses prevention, code enforcement and assistance in maintaining housing quality.

Housing Affordability

Affordability is an extremely important and difficult issue for many jurisdictions in the Washington, D.C. region, which is known for rapidly increasing housing and transportation costs. When combined with housing costs, the money and time of

commuting also affects affordability. The Virginia Code now requires communities to address affordable housing in its comprehensive plans.

The supply of Leesburg's housing is diverse in terms of price. However, according to the 2000 U.S. Census, more than 60 percent of those Leesburg households earning less than \$50,000 did not live in housing affordable to them. This is based on a measure of affordability used by the Census that quantifies whether a household pays more than 30 percent of its annual income for housing costs. For homeowners, about half of the households earning less than \$50,000 had to pay more than 30 percent of their income for housing costs. Put another way, data showed that many workers like police officers, fire fighters, elementary school teachers, and registered nurses, cannot afford the median regional monthly mortgage payment.

As residentially zoned land becomes scarce in Leesburg, the situation will worsen. This presents additional challenges in providing affordable housing while at the same time attracting jobs. Tax burden is also an important issue as it relates to housing in Leesburg. This has led to a concern about the tax burden on homeowners and has increased the desire to add more revenue from businesses. Objective 3 addresses affordability issues.

Objective 1. Provide a diverse housing supply that is adequate to meet population projections.

- a. Encourage the development of a variety of housing types that are compatible with existing or planned uses and densities.
- b. Ensure that ordinance regulations permit the construction of a diversity of housing across the Town, in terms of dwelling type, lot size, cost, and tenure.
- c. Encourage development of adequate housing for the special needs populations.

- d. Encourage residential uses in the Downtown planning sector, both as compatible infill in existing residential areas and as a component of mixed use redevelopment in business areas.

Objective 2. Maintain the quality of residential areas and the housing stock within them.

- a. Ensure that Town regulations and design guidelines promote housing that is complementary to its surroundings.
- b. Maintain the public infrastructure and services at acceptable levels, including street paving, pothole repair, curb and gutter and sidewalk maintenance, and tree/landscape care within the public right-of-way.
- c. Coordinate with other public agencies, nonprofit organizations, and homeowners associations to assist with maintaining housing quality.
- d. Encourage new and infill development that provides residents with convenient access to a full range of activities such as retail, employment, entertainment, and community facilities.
- e. Ensure that development regulations require convenient pedestrian and vehicular access between and among different uses and activities.
- f. Ensure that, when nonresidential development occurs adjacent to existing residential areas, the type and intensity of the development is an asset to the area and site and building design mitigates such effects as noise, light, and automobile traffic.

Objective 3. Encourage housing for all income ranges and create mechanisms to insure workforce housing is available.

- a. Maintain a jobs/housing balance that is between 1.4 and 1.7 jobs per dwelling unit.
- b. Provide housing opportunities along with those for business and employment so that no more than 45 percent of general fund revenues are generated from residential sources.
- c. Provide periodic assessment of housing development in terms of meeting housing objectives.
- d. Participate in programs designed to provide housing assistance to populations with special needs.
- e. Continue to coordinate with the County and other partners to provide housing assistance, neighborhood improvements and related services.
- f. Continue to research outside funding in order to leverage existing resources that will improve housing affordability and quality.
- g. Consider adopting workforce housing unit set-asides or proffer guidelines for residential development.
- h. All residential development seeking increased density above that allowed by current zoning should address the need for affordable housing.

Housing



Economic Development

Goal

Leesburg will have a diversified economy that builds upon the strengths of the Town and region with opportunities for entrepreneurship and well-paying jobs, and a strong fiscal condition.

Leesburg's economic development goal rests on the idea of a diversified economic base. The Town's strongest economic sectors are government, with Town and County facilities, and retail, with Leesburg serving as the major shopping area for western Loudoun. The round 7.0 projections of the Metropolitan Washington Council of Governments (MWCOG) indicate that 31,268 jobs will be located within the Town boundaries by 2030. This would be a 188 percent increase over the 10,867 jobs counted by the U. S. Census in 2000.

Tourism and regional retail do not provide the high-wage jobs that come with corporate offices and emerging technologies, such as high technology, biotechnology, and telecommunications, which are important to the area's economic competitiveness and to residents' quality of life. Similarly, Leesburg is poised to participate in the growth of the emerging technologies industries and research and development businesses that have located along eastern Route 7, in the "Learning Corridor," as well as the office development as it progresses westward along the Dulles Greenway corridor.

This diversity in turn is to be balanced with other aspects of the community. A variety of housing opportunities is needed

for customers and employees of the new businesses, as measured by a jobs/housing balance. Additionally, economic growth must remain in character with the Town. While economic development should build upon the assets of the original Old and Historic District, it must also not damage the existing character, which may become susceptible to inappropriate pressures for development. Conversely, outside of the original Old and Historic District, the Town's character is different and available for economic development at a different scale. Even new development can build on the essential character of the original Old and Historic District, its convenient mix of uses, its high quality building design, and its streets that are inviting to pedestrians.

A primary purpose of economic development in a balanced community is to improve the quality of life. Economic development supports rather than competes against treasured aspects of the Town that give it its high quality of life—protecting the natural resources, maintaining the Town's character, and sitting comfortably with cultural, parks, recreation, and community facilities. This kind of economic development meets the aspirations of the Town's residents to find meaningful and well-rewarded employment, from starting a new business to finding a job in advanced technology.

Economic Development

Finally, just as the private sector economy should be healthy so should the Town government be in a fiscally sound condition. Leesburg, as almost all

American communities, relies on nonresidential land uses to generate most of its general fund revenues. This reduces the tax burden on residents while providing services at an acceptable level.

Objectives

Leesburg's economic development efforts continue to build upon the Town's assets: the government sector and the original Old and Historic District as a tourist destination, the Route 7 corridor, the Dulles Greenway corridor, and the Leesburg Executive Airport.

At the same time, the Town must make careful decisions among those strengths in order to create a diverse economy. Tourism and regional retail do not provide the high-wage jobs generated by corporate office, research and development, emerging technologies, and

telecommunications uses that are important to the area's economic competitiveness and to residents' quality of life. The businesses that generate higher wages generally provide higher general fund revenues for the Town than retail development. Striving for a diverse economy also results in a more balanced, fiscally stronger community.

Finally, a strong and diverse economic base will enhance the Town's character and improve the quality of life in Leesburg.

Objective 1. Promote economic development that builds upon the strengths of the Town and region.

- a. Promote tourist-oriented business development, based on the historical, cultural, and natural attractions of the Town and the surrounding area.
- b. Retain County government facilities in Leesburg, while ensuring that the facilities are in keeping with the Town's character.
- c. Give priority to emerging technologies, homeland security, corporate offices, research and development, and higher education, particularly by extending the County's Route 7 "Learning Corridor" into the Town.
- d. Give priority to emerging technologies, corporate offices, and research and development along the eastern side of Dulles Greenway in the Urban Growth Area (UGA)/Joint Land Management Area (JLMA).
- e. Coordinate with the County to ensure that master planning for telecommunications facilities and services is consistent with Town policies.
- f. Encourage office and light industrial uses that are compatible with the Leesburg Executive Airport.

Objective 2. Promote a diversified economic base.

- a. Support economic development that creates jobs that match the occupational needs of the Town's residents.
- b. Give priority to emerging technologies, corporate offices, and research and development.
- c. Do not increase the land designated on the Land Use Policy Map for Regional Retail use.

Objective 3. Promote business and employment growth that enhances the quality of life and maintains the character of the Town.

- a. Promote business that is compatible with existing or planned development in the vicinity.
- b. Provide economic development opportunities that maintain the Town's jobs/housing ratio (so that for every household there are between 1.4 and 1.7 jobs available) and that attain a jobs/housing balance (so that available housing is affordable for those employed within the Town).
- c. Increase business and employment so that at least 55 percent of general fund revenues are generated from nonresidential sources.
- d. Ensure that all new construction and redevelopment provide community facilities, such as water, sewer, stormwater, transportation, and parks, to the extent that they create demands for facilities.
- e. Promote businesses that contribute to the Town's revenues and employment that provides high wages.
- f. Implement the recommendations of the crescent district master plan after its adoption and implement amendments to ordinances, guidelines, and capital improvement projects.



Transportation

Goal

Leesburg will have a safe, convenient, and efficient motorized and non-motorized transportation system that satisfies both short-term and long-term transportation mobility needs of Town residents and visitors alike while maintaining the character of the Town.

Transportation is one of the most important services provided by government. It connects citizens with their jobs, schools, and other community activities and is critical to the economic vitality of an area. However, this most important service is not always integrated into the community fabric. This is most evident in the interaction between transportation and land use. Furthermore, enhancements to the existing transportation system do not always consider the impacts to quality of life for local residents.

The overarching vision prepared in support of the transportation element is intentionally summarized in one comprehensive goal to represent the multiple interests that must be balanced simultaneously to successfully implement a responsible transportation system within Leesburg. The individual components of the goal reflect comments of citizens at various public sector and visioning meetings. Common elements that support a sustainable transportation system include modal choice, complementary land uses, human-scaled streetscapes, and identified funding for implementation.

Leesburg, like many towns in Northern Virginia, is struggling to balance its

historic character, quality of life, and ever-increasing traffic demands within the community. Pass-through traffic and the increasing amount of low-density residential development in the surrounding County contribute significantly to the amount of automobile traffic on local roadways. These impacts are compounded by limited mode choices (i.e. pedestrian, bicycle, and transit) for travel within the Town that forces many residents to clog already congested roadways even for short trips. The transportation element is committed to improving conditions for walking and bicycling within the Town consistent with the visions set forth in the parks and recreation element and land use element and stresses coordination between Loudoun County and the Virginia Regional Transportation Association for improving public transit options in Leesburg to begin replacing automobile trips with transit trips for longer travel. Together, these improvements to the transportation system provide modal choice for the residents of Leesburg that could improve mobility and potentially support a healthier community taking advantage of a more active transportation system.

A second hurdle towards sustainable transportation in Leesburg is linking

Transportation

transportation and land use decisions, especially in terms of the context in which decisions are made. In the Commonwealth of Virginia, land use planning is regulated on the local level and established in adopted comprehensive plans. Conversely, transportation planning is primarily the responsibility of the Virginia Department of Transportation and other regional transportation agencies concerned with issues impacting the county, multi-state, and/or the Washington, D.C., metropolitan area.

The difference between land use and transportation planning in Virginia often places local and regional government agencies at odds over critical issues. Examples for Leesburg include adopted level of service standards, context sensitive design for major transportation corridors, and funding. The transportation element stresses coordination among local, county, state, and regional transportation agencies to ensure successful implementation of the transportation objectives.

An equally important challenge towards implementing a sustainable transportation

system is a lack of adequate funding. Leesburg currently has few sources of continued funding for implementing transportation improvements. Therefore, the Town relies upon various federal, state, or County funding sources disbursed annually among competing municipalities and/or upon proffers from new development within the Town to implement major transportation improvements. The proffer system has the potential to foster less than desirable development patterns within Leesburg as rezoning applications are made more attractive to decision-makers eager to use potential road proffers for continuing stalled projects. The transportation element calls for exploring other local funding mechanisms available to the Town for implementing transportation improvements.

The Road Network Policy Map and the transportation corridor policies of this Town Plan are essentially unchanged from the 1997 Town Plan. Similarly, this plan does not include new street design standards. This plan calls for those issues to be re-evaluated upon completion of an update to the Town's "comprehensive transportation study."

Objectives

The goal for the transportation element is supported by eight objectives that work together to ensure responsible transportation planning for the Town. These objectives generally implement one of four aspects commonly associated with sustainable transportation mode choice, neighborhood integrity, coordination, and funding. In addition, the objectives address the Leesburg Executive Airport, which is both a special transportation facility and a valuable economic

development asset. Each of these is discussed below. Those general objectives are followed by specific corridor objectives that identify right-of-way reservations, access management guidelines, and other targeted improvements.

Mode Choice

Transportation modes currently available to residents in the Town include walking,

bicycle, transit, air, and automobile. However, the environment and supporting infrastructure in place to encourage use of these individual modes is drastically different. Five of the objectives in the transportation element look to create a more balanced transportation system within the Town that allows for mobility options when traveling between destinations and/or increase the likelihood that residents use portions of the transportation network for recreational purposes. Furthermore, the Town is committed to integrating these different modes of travel into single transportation corridors, where appropriate, for direct access to employment, schools, and residential neighborhoods. As one example, a single transportation corridor could include dedicated travel lanes for automobiles and bicycles, bus bays for transit, and sidewalks for pedestrians. Commuter parking facilities are sources of alternative transportation options. Standards and recommended practices for implementing multi-modal corridors for Leesburg will be memorialized in revisions to the Town's subdivision and land use regulations.

Community Integrity

One of the objectives in the transportation element is to balance the needs of the transportation system with surrounding land uses and the sense of place unique to Leesburg that dates back to the late 1700s. Often times, transportation improvements destroy the fabric of a community, with the best-known example being construction of the interstate highway system through downtowns. Alternatively, streets can be designed to be livable, where they balance the needs of all transportation modes while considering the function of the

street in relationship to the surrounding land use. In this way, transportation decisions take into account function and context simultaneously. The objectives specifically call for the protection of the character of the historic district and integrity of surrounding development as improvements are made to the transportation system.

Coordination

The transportation system in Leesburg is part of a much larger regional network maintained by county, state, and regional transportation agencies. As mentioned previously, there are potential hurdles in Virginia to coordinating land use with a sustainable transportation system. A formal structure and continued commitment to routine coordination with these transportation agencies will ensure that a single vision for linking land use and transportation in Leesburg is communicated to other levels of government.

Funding

Funding and scheduling for implementing identified improvements can sometimes be the most frustrating aspect of transportation planning. For example, the currently adopted Northern Virginia 2020 Transportation Plan requires \$30 billion to fully implement the plan over the next twenty years, with approximately \$14 billion of these improvements still unfunded. As transportation improvements are identified for future years, the Town should consider potential funding tools to share the costs for implementing transportation improvements associated with new development and partner with various regional transportation agencies to earmark state and federal funding for

Transportation

projects in the Town and secure grant funding from various sources.

Leesburg Executive Airport

The Town-owned airport serves an important role to provide capacity relief for the heavily congested airspace in the Washington, D.C., metropolitan area and specifically Dulles International airport.

Locally, the airport is critical for the overall economic development and diversification initiatives of the Town and Loudoun County. The airport is preparing a master plan that will address, among other things, the encroachment of residential development and subsequent impacts on the airport and its operations. This is a major concern for the sustainable operation of the airport in the future.

Objective 1. Maintain the adopted roadway level of service standards for all roadways within the Town, to the maximum extent within the Town's control.

- a. Require a traffic impact study be prepared for all development and redevelopment applications submitted to the Town.
- b. Require new development to maintain Level of Service (LOS) C for each intersection approach at the time of the development's build out. A LOS D should be required twenty years after the development's build out. This applies to roadways maintained by the Town.
- c. Require new development to maintain LOS D for each lane group at the time of the development's build out. The same LOS should be required at twenty years after the development's build out. This applies to roadways maintained by the Virginia Department of Transportation.
- d. Complete an internal review of the transportation planning process to determine whether revisions to the current system for evaluating level of service should be made to better reflect the Town's commitment to a multi-modal transportation system and whether the current level of service standards are still appropriate for a 10-year planning horizon and beyond.
- e. Preserve rights-of-way in the development review process for future transportation facilities as identified in the transportation element and policy maps.
- f. Reduce the number of existing and minimize the number of new access points along major and minor arterials and limited access highways through the use of internal service roads, shared access points, and controlled access easements. While doing so, each development should provide adequate access for automobiles, bicycles, pedestrians, and transit; and adequate internal circulation should be provided for each mode of transportation that will have access to the development.
- g. Continue to maintain a functional street classification system within the Town to create the desired design characteristics for each particular classification of street and for the street system as a whole.
- h. Update the Leesburg Comprehensive Transportation Study and expand the scope of the study to include a local transportation model for future year land use and transportation conditions unique to Leesburg.

- i. Coordinate the timing of traffic signals maintained by the Town (Rt. 7 within the Bypass and on Rt. 15 between Meade Drive on the south and Battlefield Parkway on the north) to ensure the most efficient utilization of the street network for automobiles, bicycles, and pedestrians alike. Work with VDOT to coordinate traffic signals that they maintain (elsewhere on Rt. 7 and Rt. 15).

Objective 2. Coordinate with Loudoun County, the Northern Virginia Regional Commission (NVRC), the Metropolitan Washington Council of Governments (MWCOC), the National Capital Region Transportation Planning Board (TPB), the Northern Virginia Transportation Authority (NVRTA), the Virginia Department of Transportation (VDOT), the Virginia Regional Transportation Association (VRTA), and the Federal Aviation Administration (FAA) so that the desired future growth patterns shown in the Land Use Policy Map may be adequately supported.

- a. Continue to request voting membership in the Northern Virginia Transportation Authority (NVRTA).
- b. Work with officials from the various transportation agencies to promote the inclusion of projects in their plans, programs, and development regulations that adequately provide future capacity (i.e. motorized and non-motorized) for moving people safely and efficiently through Leesburg.
- c. Coordinate with Loudoun County and other regional transportation agencies to better coordinate land use and transportation planning towards implementing a more sustainable transportation system.
- d. Ensure that the Town is actively involved in all feasibility studies and preliminary design plans for major improvements included in the long-range plan prepared by the Northern Virginia Transportation Authority (NVRTA) to advocate for context sensitive design and coordination with land use.
- e. Conduct transportation planning within the Town for the short term (5 year), intermediate term (10 year), and long term (20 year) planning horizons to be consistent with other County and regional transportation plans, programs, and funding cycles.

Objective 3. Develop and expand the Town's transportation system in a manner that does not adversely impact community and neighborhood integrity.

- a. Refer all requests for traffic calming on residential streets within Leesburg to the Standing Residential Traffic Committee.
- b. Continue to balance ever-increasing traffic demands in the Town with the need to maintain the historic character and unique quality of life enjoyed by residents of Leesburg as part of all decisions for major transportation capacity improvements.
- c. Continue implementation of the recommendations from the 2003 Comprehensive Parking Management Study.

Transportation

- d. Work with the Virginia Department of Transportation (VDOT) on context-sensitive designs that may diverge from VDOT's adopted guidelines. Designs should recognize and minimize impacts on Leesburg's historical and archeological resources, aesthetics, vistas, bicycle and pedestrian facility connections, and streetscapes.
- e. Support the construction of a new bridge crossing over the Potomac River, connecting Virginia to Maryland, as part of a Western Transportation Corridor (WTC) only if the facility is located east of Goose Creek and it does not negatively impact neighborhoods and/or traffic flow on Route 15 within Leesburg.
- f. Continue to prohibit through truck traffic in accordance with Town regulations.
- g. Reduce the number of existing and minimize the number of new access points along major and minor arterials and limited access highways through the use of internal service roads, shared access points, and controlled access easements. While doing so, each development should provide adequate access for automobiles, bicycles, pedestrians, and transit; and adequate internal circulation should be provided for each mode of transportation that will have access to the development.
- h. Include visual and noise buffers, such as landscaping, earth berms, and building setbacks, for all development along major arterials and limited access highways. Consider options such as reduced traffic speeds to mitigate noise impacts. If sound attenuation walls are necessary as a last resort, these should be landscaped and constructed with materials to be as unobtrusive as possible.
- i. Consider the use of appropriate traffic calming measures.
- j. Encourage a street grid pattern to support all new development and redevelopment within the Town that disperses traffic more evenly throughout the street network and encourages more multi-modal transportation options. Existing streets should not be closed so as to block through traffic.
- k. Design of overpasses and flyovers so that they enhance the Town's gateways and are in keeping with the Town's character.
- l. Consider Rt. 15 in Leesburg as an essential segment of the Journey Through Hallowed Ground corridor. Any improvements to Rt. 15 in the Town should be consistent with its role as a segment of that corridor.
- m. Design all corridors with consideration given to their being a gateway to the Town, with heavy landscaping and appropriate traffic calming used so that all corridors function as Town streets.

Objective 4. Increase the use of public transit service by local residents, employees, and visitors alike to help reduce motor vehicle use and traffic congestion, reduce automobile emissions, and improve air quality.

- a. Work with the County to identify potential locations for park and ride facilities along the Dulles Greenway and Route 7 corridors, connections to transit and vanpools, and funding sources for commuter parking lots to serve the Town of Leesburg and its surrounding areas.

- b. Coordinate with Loudoun County to support continued improvements to the commuter bus system operating within the Town, including the potential for new routes (such as along Rt. 15N to the Point of Rocks MARC station), increased service (i.e. headways), etc.
- c. Coordinate with Loudoun County and the Virginia Regional Transportation Association (VRTA) to target nodes for potential transit oriented development within the Town that complements future enhanced bus transit or rail transit planned for the Dulles Greenway and Route 7 corridors and within the Town along local bus routes. Any additional intensity of development dependent upon transit services as mitigation for traffic impacts will require transit improvements planned and programmed by the transit agency for service at the time the development.
- d. Make revisions, as necessary, to Town ordinances to promote transit oriented development in geographically specific areas identified through coordination with Loudoun County and the VRTA.

Objective 5. Provide a safe, convenient, continuous, comfortable, and aesthetically pleasing transportation environment that promotes bicycling and walking as legitimate alternatives to the single-occupant automobile for trips less than one mile in length.

- a. Reinvest in the pedestrian environment by retrofitting sidewalks and multiuse paths that do not meet current standards, where feasible. Require all new development to include internal pedestrian amenities.
- b. Commit to providing a local bicycle environment that serves both recreational and functional trip purposes, including on-street improvements for direct connections between complementary land uses and a multi-use path system for recreational purposes consistent with the Leesburg Twenty Year Parks, Recreation, Open Space, Trails, and Greenways Master Plan.
- c. Complete a comprehensive bicycle and pedestrian master plan for providing an interconnected bicycle and a multiuse path system that connects local residents and visitors to the area with transit stops and close-by destinations.
- d. Emphasize within the capital improvements program (CIP) bicycle and pedestrian improvements that connect public parks, schools, the W & OD Rail-Trail, the C & O Canal path, and the Town's residential areas.
- e. Provide safe bicycle parking facilities at all new employment, commercial, and recreational destinations. The Town should also work with local business owners to provide bicycle parking facilities at all existing nonresidential developments.
- f. Re-submit a grant application for federal transportation enhancement funds to provide a multi-use path connection between the W & OD Rail-Trail and the C & O Canal via White's Ferry.
- g. Examine the need and feasibility of raised pedestrian crossings for key locations within the Town, such as over the Route 15 Bypass at Ft. Evans Road and at Old Ball's Bluff Road.
- h. Coordinate with the County to ensure consistency with applicable portions of the "Loudoun County Bicycle and Pedestrian Mobility Master Plan."

Transportation

Objective 6. Promote and protect the Leesburg Executive Airport as a primary reliever airport within the regional air transportation system.

- a. Revise Town ordinances to address applicable objectives within the 2005 Airport Master Plan Update for protecting the airport and its air traffic patterns.
- b. Encourage the construction of the Battlefield Parkway and Crosstrail Boulevard interchanges on Dulles Greenway to improve automobile access to the airport.
- c. Prohibit residential development near the airport. (See the land use element for specific guidance.)

Objective 7. Encourage equitable distribution of financial responsibility for construction of off-site roadway improvements necessitated by new development in accordance with existing and potentially new methods for financing to mitigate these off-site development impacts.

- a. Seek proffers and conditions of approval to mitigate the transportation impacts of new development and redevelopment consistent with the findings from site-specific traffic impacts analyses prepared for all development applications.
- b. Use the table, “Off-site Transportation Cost Data” in Appendix B for evaluating rezoning and special exception applications and for quantifying potential fair-share contributions to offset new development impacts on the surrounding transportation system. The information presented in the table should be updated as necessary to reflect current year dollars and the most current trip generation data for the individual land uses.
- c. Consider adoption of a funding source pursuant to Virginia Code 15.2-2321 so that the Town is not so reliant upon developer proffers to obtain roadway improvements.
- d. Partner with state, regional, County, and local stakeholders to examine the potential for allowing “multi-modal development financial credits” against anticipated proffers collected for new projects as one means to encourage development patterns more supportive of pedestrian, bicycle, and transit modes of travel.
- e. Work with federal, state, regional, and County partners to make available additional funding options to resolve transportation problems.
- f. Consider adoption of special assessment districts pursuant to Virginia Code 15.2-5100 to fund transportation improvements benefiting a localized area.
- g. Consider the creation of guidelines formed under the Public-private Partnership Transportation Act to allow for this type of funding for needed transportation facilities.

Objective 8. Refine the Town’s street standards to address the function, aesthetics, safety, compatibility with the properties they serve, and cost of public maintenance. Furthermore, the revised standards should provide guidance for implementing design features that support multi-modal transportation and strengthen the local character of Leesburg.

- a. Update the design and construction standards manual (DCSM) to include design standards for integrating multiple modes of travel into single transportation corridors, including typical cross sections for various functional classification streets within the Town.
- b. Provide practices in the subdivision and land development regulations for protecting the historic character of Leesburg related to installing traffic calming measures, and building streets at a more human scale with appropriate streetscape enhancements.
- c. Consider overlaying a “street typology” on the existing functional classification system that relates various streets to the land uses they serve and incorporates principles of context sensitive design or neotraditional town planning in transportation planning to achieve a more sustainable transportation system.
- d. Revise the subdivision and land development regulations to incorporate recommendations in the new publication from the Virginia Department of Transportation entitled “Subdivision Street Design Guide.”
- e. Conduct education and enforcement programs as critical components in pedestrian and traffic safety.

Transportation Corridor Objectives

Limited Access Corridors:

Dulles Greenway (Route 7/15 Bypass to south corporate limits)

1. Encourage widening to six lanes with rail.
2. Establish grade-separated interchange with Route 653 and Battlefield Parkway.

Route 7 and Route 7/15 Bypass (excluding Route 7 within the Bypass)

1. The through traffic function of the Bypass will be protected by limiting the number of intersections and by grade-separating all permanent intersections when warranted by traffic. Funding for these improvements will be provided by development served by these intersections in proportion to their contribution of traffic upon build out. Provide grade-separated interchanges at Crosstrail Boulevard/River Creek Parkway, Battlefield Parkway, and South King Street. Provide flyovers at Keystone Drive, Cardinal Park Drive, and Sycolin Road.
2. Widen to six lanes.
3. The improvements for Route 7 on the transportation policy maps will be dedicated and constructed in conjunction with development.
4. Limit the number of new at-grade intersections with Route 7 in accordance with the Route 7 Corridor Plan and Annexation Area Development Policies (AADPs).
5. Continue the Loudoun Memorial Parkway landscaping and design concept for Route 7 within the Town. This concept will address sight distance and clear zone requirements and be subject to VDOT approval.

Transportation

6. Encourage existing businesses fronting Route 7 to obtain access from parallel access roads and future developments will be required to obtain primary access from parallel access roads when those roads come into existence.
7. Do not allow additional at-grade intersections along Route 7.

Route 15 Bypass (north of Route 7)

1. Widen to 4 lanes divided.
2. Provide grade-separated interchanges at Battlefield Parkway and Edwards Ferry Road.
3. Modify access from Fort Evans Road to connect to the newly constructed collector/distributor road paralleling the Route 15 Bypass between Market Street and Edwards Ferry Road. No direct access shall be provided from Fort Evans Road to the through lanes of the Bypass.

Western Transportation Corridor (formerly the Western Bypass)

1. Ensure that the selected alignment improves access to the greater Leesburg area while minimizing the negative impacts of noise, air pollution, and excessive traffic on the Town.
2. The Town strongly urges that only a limited access divided highway that extends across the Potomac River into Maryland be considered. The Town adamantly opposes any alignment for the Bypass corridor that terminates on Route 7.
3. As a part of the development of a Western Transportation Corridor (WTC), the Town expects the Virginia Department of Transportation to model the County's road network, including the proposed location and interchanges of the western Bypass, prior to funding or preliminary design of the corridor. The results of such modeling will be presented to the town. Any portions of the network that are degraded as the result of trips added due to the addition of the WTC are expected to be mitigated by the state or federal governments as a condition of endorsement of the bypass by the Town.
4. Review and revise this transportation element as appropriate upon selection of an alignment for the Western Bypass and upon receipt of the VDOT traffic modeling.

Major Arterial Corridors:

The decision of whether or not roads shall be divided rests with the Town.

Battlefield Parkway (overall)

1. Limit the number of at-grade intersections to minimize access points.
2. Consider designating Battlefield Parkway a memorial parkway with a significant treescape as a component of the total design theme, incorporating this function consistent with all required road design standards.
3. Make a top priority the dedication of the right-of-way, construction, and completion of all of Battlefield Parkway to ultimate functional classification design standards as indicated on the road network policy map, in furtherance of the 1996 Transportation Study.

Battlefield Parkway (Route 15 Bypass north to Fort Evans Road)

1. Require right-of-way dedication and road widening as development occurs.
2. Construct four lanes divided with acceleration/deceleration lanes.
3. Control the number and location of access points.

Battlefield Parkway (Fort Evans Road to South King Street (Route 15 south))

1. Require 120' right-of-way dedication and construction as development occurs.
2. Construct four lanes divided with acceleration/deceleration lanes.
3. Control the number and location of access points.
4. Eventually widen to six-lane urban divided section.
5. Construct interchanges at Route 7 and Dulles Greenway.

North King Street

1. Preserve the appearance and historic character of North King Street.

Fort Evans Road Extended (Route 773) (Battlefield Parkway to east corporate limits)

1. Require 120' right-of-way dedication and require construction as development occurs.
2. Construct four-lanes divided with acceleration/deceleration lanes.
3. Control the number and location of access points.

South King Street (Route 15 South) (Route 7/15 Bypass to south corporate limits)

1. Required 120' right-of-way dedication and road widening as development occurs.
2. Secure appropriate development setbacks.
3. Widen to four lanes with acceleration/deceleration lanes and a median.
4. Control the number and location of access points.

Crosstrail Boulevard (Route 7 to south corporate limits)

1. Require 120' right-of-way dedication and construction as development occurs.
2. Construct four lanes divided with acceleration/deceleration lanes.
3. Control the number and location of access points.

Route 621 (Battlefield Parkway to south corporate limits)

1. Require 120' right-of-way dedication and construction as development occurs.
2. Construct four lanes divided with acceleration/deceleration lanes.
3. Control the number and location of access points.

Route 643 (Sycolin Road) (Battlefield Parkway to south corporate limits)

1. Require 120' right-of-way dedication and construction as development occurs.
2. Construct four lanes divided with acceleration/deceleration lanes.
3. Control the number and location of access points.

Transportation

4. For the segment in the JLMA, work with the County on the realignment of Sycolin Road to accommodate the planned southward extension of the Leesburg Executive Airport runway.

Trailview Boulevard (Cardinal Park Drive to east corporate limits)

1. Require 120' right-of-way dedication and road widening as development occurs.
2. Widen to four lanes with acceleration/deceleration lanes.

Minor Arterial Corridors:

The decision of whether or not roads shall be divided rests with the Town.

Edwards Ferry Road (Route 15 Bypass to Battlefield Parkway)

1. Require 120' right-of-way dedication and construction as development occurs.
2. Construct four lanes divided with acceleration/deceleration lanes.
3. Control the number and location of access points.

Fort Evans Road (Route 15 Bypass to Battlefield Parkway)

1. Require 90' right-of-way dedication and road widening as development occurs.
2. Widen to four lanes divided with acceleration/deceleration lanes.
3. Modify access from Fort Evans Road to connect to the newly constructed collector/distributor road paralleling the Route 15 Bypass between Market Street and Edwards Ferry Road. No direct access shall be provided from Fort Evans Road to the through lanes of the Bypass.

Route 643 (Sycolin Road) (Route 7/15 Bypass to Battlefield Parkway)

1. Require 90' right-of-way dedication and construction as development occurs.
2. Construct four lanes undivided with acceleration/deceleration lanes.
3. Control the number and location of access points.

Through Collector Corridors:

The decision of whether or not roads shall be divided rests with the Town.

Airport Connector Road (Battlefield Parkway to south corporate limits)

1. Require 70' right-of-way dedication as development occurs.
2. Construct 4 lanes undivided with acceleration/deceleration lanes.

Edwards Ferry Road (Battlefield Parkway to east corporate limits)

1. Require 90' right-of-way dedication and road widening as development occurs.
2. Widen to four lanes undivided with acceleration/deceleration lanes.

Keystone Drive

1. Require 90' right-of-way dedication and road widening as development occurs.
2. Construct four lanes undivided with acceleration/deceleration lanes.
3. Construct an overpass over Route 7.

Cardinal Park Drive

1. Require 90' right-of-way dedication and road widening as development occurs.
2. Construct four lanes undivided with acceleration/deceleration lanes.
3. Construct an overpass over Route 7.

Plaza Street

1. Study Plaza Street between Route 7 and Battlefield Parkway for reclassification to a minor arterial or through collector to reflect the traffic it is anticipated to handle in the future. Options for addressing the numerous driveways on Plaza Street will be set forth in any reclassification study.

Potomac Station Drive

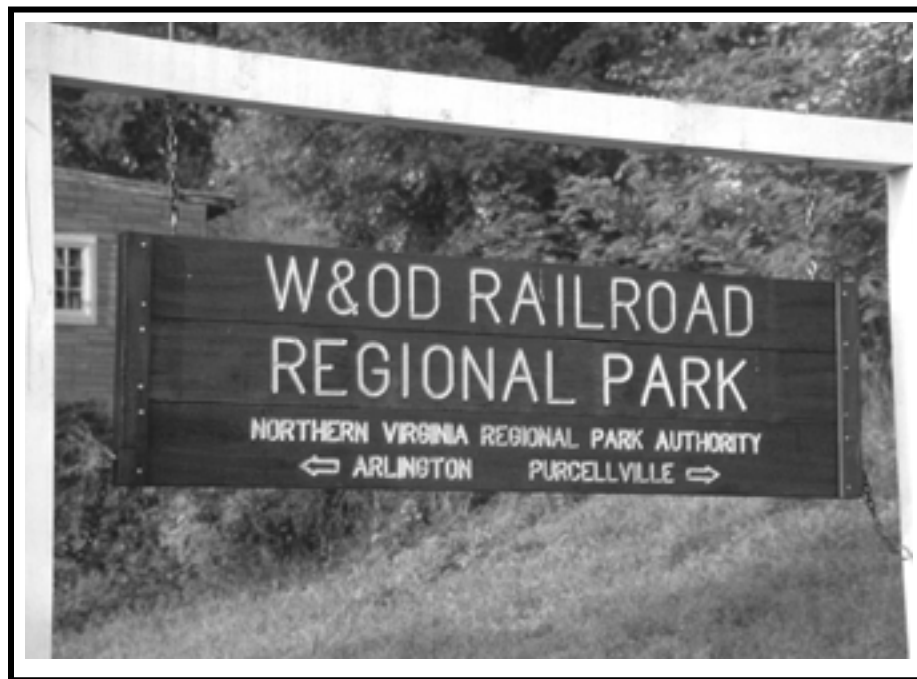
1. Require 90' right-of-way dedication and road widening as development occurs.
2. Construct four lanes divided or undivided with acceleration/deceleration lanes.

Route 621 (Evergreen Mill Road) (Route 15 Business to Battlefield Parkway)

1. Require 70' right-of-way dedication and construction as development occurs.
2. Construct four lanes undivided with acceleration/deceleration lanes.
3. Control the number and location of access points.

Russell Branch Parkway (Trailview to east corporate limits)

1. Require 90' right-of-way dedication and construction as development occurs.
2. Construct four lanes divided with acceleration/deceleration lanes.
3. Control the number and location of access points.
4. Construct an overpass over Battlefield Parkway.



Community Facilities and Services

Goal

Leesburg will be served by community facilities and services in a cost-effective, equitable, and environmentally sensitive manner.

A broad range of facilities and services serves Leesburg residents and businesses. Most of these services are provided by the public sector or by government contract with private firms. The Town provides such services as general government, water, sewer, stormwater, solid waste collection, police, and a special service library. The County also provides services to Town residents, including general government, judicial administration and public records, housing and community development, solid waste disposal, fire and rescue, general library, education, and environmental and health services.

It is the Town's goal to provide, or to coordinate with others who provide sufficient facilities and services to all residents and businesses in an equitable manner and so that natural and built environments are protected and restorative measures are taken when resources and assets have been diminished or removed.

The goal suggests ways in which the provision of services and facilities are to be measured. Cost-effectiveness can be defined in terms of level of service, by which the amount and quality of a service is compared with the cost of providing the service. Several Town departments such as Police, Finance, and Utilities are beginning to develop such standards. The Town's provision of large projects is implemented via the Capital Improvement Program (CIP). The CIP should be used to prioritize capital projects that address Town-wide needs and to outline anticipated funding sources for those projects.

Environmental protection, in those instances when it is a consideration, is usually measured in terms of meeting the minimum regulatory requirements. In many instances, such as providing a potable water supply or treating sewage before discharge, meeting those minimums is reasonable given public expectations, current science, and cost.

Objectives

The Town has strategic service plans for some of its community facilities but not for others. Not all of the standards have been developed in response to input from Leesburg citizens, nor are all the standards carried through into Town policies and

implementation programs. Finally, the relationship among cost-effectiveness, equity, and environmental quality has not always been achieved.

Community Facilities and Services

The most fundamental way by which we can ensure the level of satisfaction of community facilities and services is through the most extensive possible methods of public participation possible—which in its own right must be subject to measures of cost-effectiveness, equity, and environmental concern. While paying taxes, voting, volunteering, and participating in Council and commission meetings are important ways in which to measure public satisfaction, other ways are also possible. Many communities throughout the country use a variety of programs to ensure that the public understands what the local government is doing and participates in deciding what the government should be doing.

Objectives 1 and 2 are intended to build these two basic ideas—measures of satisfactory service and responsiveness to public concerns—into the Town’s

provision of community facilities and services.

Implicit in the goal is that the Town should provide certain facilities and services, while other public and private entities should also provide certain facilities and services. This involves both cost-effectiveness and equity. Conversely, an existing inadequacy of facilities or a desire for better services should be paid for by those who will benefit from them—residents and businesses of either the entire community or a localized area.

Objectives 3 through 11 recognize the obligations of the public and private sectors to provide facilities and services for the Town. Objective 12 addresses the need for the Town to work actively with the providers of other needed facilities to ensure that their delivery is in keeping with what the Town wants and expects.

Objective 1. Develop a process that allows for opportunities for citizens, stakeholders, and others to share in the planning of community facilities and services.

- a. Include standards that address cost, equity, and effect on the natural environment.

Objective 2. Use standards for level of service for all community facilities and services.

- a. Include standards that address cost, equity, and effect on the natural and human environment.

Objective 3. Ensure that development occurs only if adequate community facilities exist.

- a. Ensure that the Town’s capital improvement process takes into account the policies of the Town Plan.
- b. Ensure that efforts at coordination with other providers of facilities and services take into account the policies of the Town Plan.
- c. Consider adoption of proffer guidelines similar to Loudoun County’s capital facilities standards and capital intensity factor (CIF) in order to offset the impacts of development.

Community Facilities and Services

- d. Utilize other funding mechanisms such as a special assessment district to offset capital improvements project costs that benefit neighborhood improvements.
- e. New development and redevelopment applications should provide for the construction of public facilities and infrastructure improvements, according to applicable standards for these facilities. These facilities and infrastructure should be provided as they are needed during the construction of the development.

Objective 4. Locate and construct community facilities in regard to other Plan policies, including compatibility with the Town character, and protection and enhancement of residential areas, natural resources, and heritage resources.

- a. Continue to place new and existing power lines underground.
- b. Encourage towers and monopoles to be located outside the Town limits or collocated with existing towers.
- c. Community facility design and construction standards should be informed by the objectives of the natural resources element of the Town Plan.
- d. Electrical transmission lines whether above or below ground should not be located in or near the Town.

Objective 5. Continue to provide an adequate water supply and ensure that water meets state and federal criteria for water quality.

- a. Determine measures of equity of selection and payment when deciding on retrofitting existing water facilities.
- b. Maintain reliance on user fees for funding operations and developer fees for expansions of facilities.

Objective 6. Continue to provide adequate wastewater collection and treatment that meets state and federal criteria for water quality.

- a. Determine measures of equity of selection and payment when deciding on retrofitting existing wastewater facilities.
- b. Maintain reliance on user fees for funding operations and developer fees for expansions of facilities.

Objective 7. If development occurs within Leesburg's Urban Growth Area (UGA), which has boundaries in some locations beyond the County's designated Joint Land Management Area (JLMA), the Town retains the option whether to serve such development with Town-provided public water and sewer. Leesburg's UGA also is referred to herein as the "UGA/JLMA."

- a. Town sewer and water should be extended into the UGA/JLMA only where the property to be served is adjacent to the Town limits or is expressly required by previous Town/County agreements.

Community Facilities and Services

- b. Extension of sewer and water service by the Town to areas outside the Town limits will be considered as a ground for annexation of those areas.
- c. There will be no public water and sewer extensions or package plants located within the UGA/JLMA except by mutual agreement between the Town and County.

Objective 8. Provide adequate stormwater management that meets state and federal criteria for water quality.

- a. Require all facilities provided by the Town or developers to meet best management practices in accordance with the Town's stormwater management program.
- b. Consider impacts of any proposed stormwater facilities on other aspects of the natural and human environment.
- c. Determine measures of equity of selection and payment when deciding on retrofitting existing stormwater facilities.
- d. Maintain reliance on developer-required improvements to expand facilities.

Objective 9. Develop a street-tree planting and management program in accordance with the Urban Forestry Management Plan.

- a. Determine measures of equity of selection and payment when deciding on retrofitting the urban forest.

Objective 10. Provide solid waste collection that meets or exceeds state and federal criteria.

- a. Increase the amount of solid waste that is recycled.
- b. Maintain reliance on general fund revenues to pay for operations.

Objective 11. Provide high quality, responsive police protection in accordance with the department's strategic plan.

- a. Continue to rely on general fund revenues and grants from other governments to pay for services.
- b. Monitor services to ensure that they are provided equitably.

Objective 12. Provide high quality, responsive special library services at Balch Library.

- a. Continue to rely on general fund revenues and grants from other governments to pay for services.

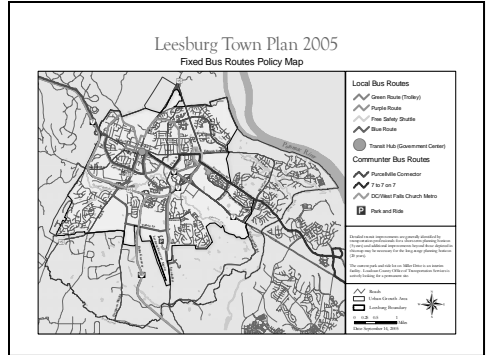
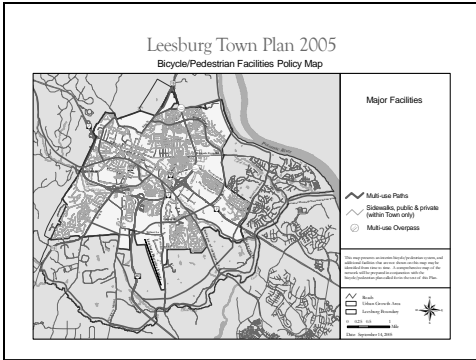
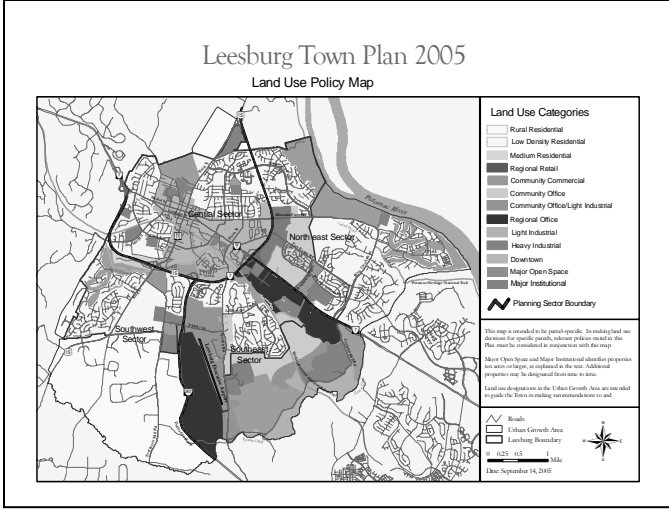
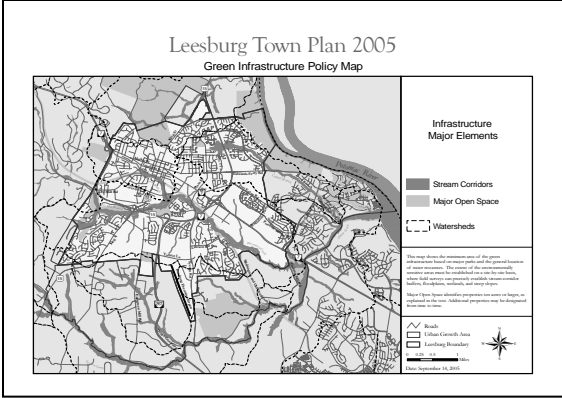
Objective 13. Coordinate with the County and other providers to ensure that their facilities and services are adequate to the needs of Leesburg's residents and businesses.

Community Facilities and Services

- a. Coordinate proactively with Loudoun County Public Schools to ensure that the number, location, size, and facilities of public schools proposed in and near Leesburg are consistent with Town policies.
- b. Work with the County to take action on appropriate tasks contained in its assessment of the fire and rescue system to maintain and improve those services in Leesburg.
- c. Coordinate with the County as it determines the appropriate location for a new library in or near Leesburg.
- d. Coordinate with the County to ensure that master planning by the Loudoun County Solid Waste Authority is consistent with Town policies.
- e. Coordinate with the County to ensure that master planning for health care facilities and services is consistent with Town policies.
- f. Coordinate with the County to ensure that master planning for telecommunications facilities and services is consistent with Town policies.
- g. Encourage the development of cultural facilities, such as a museum, performing arts center, or art gallery (or a combination).

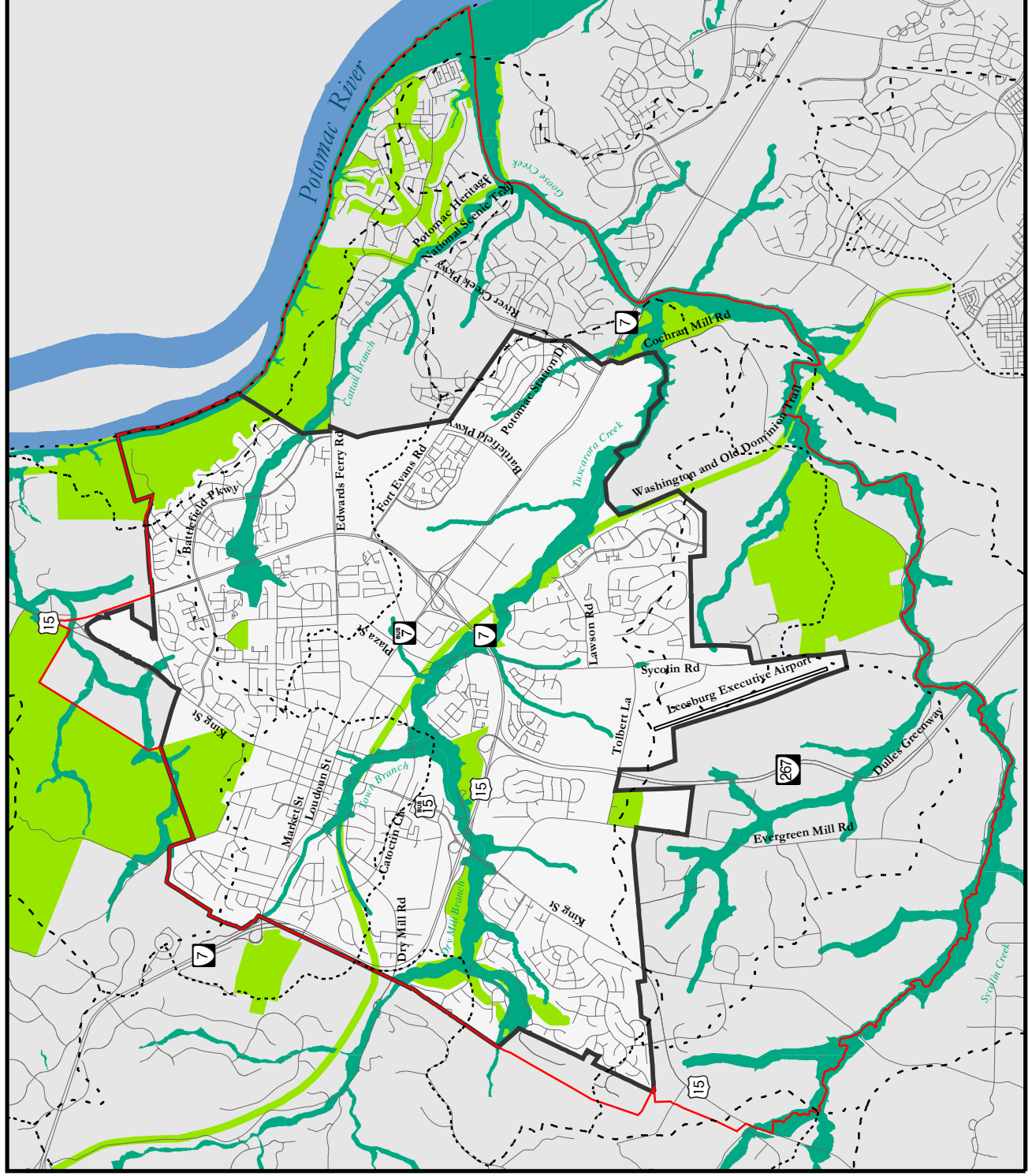
Community Facilities and Services





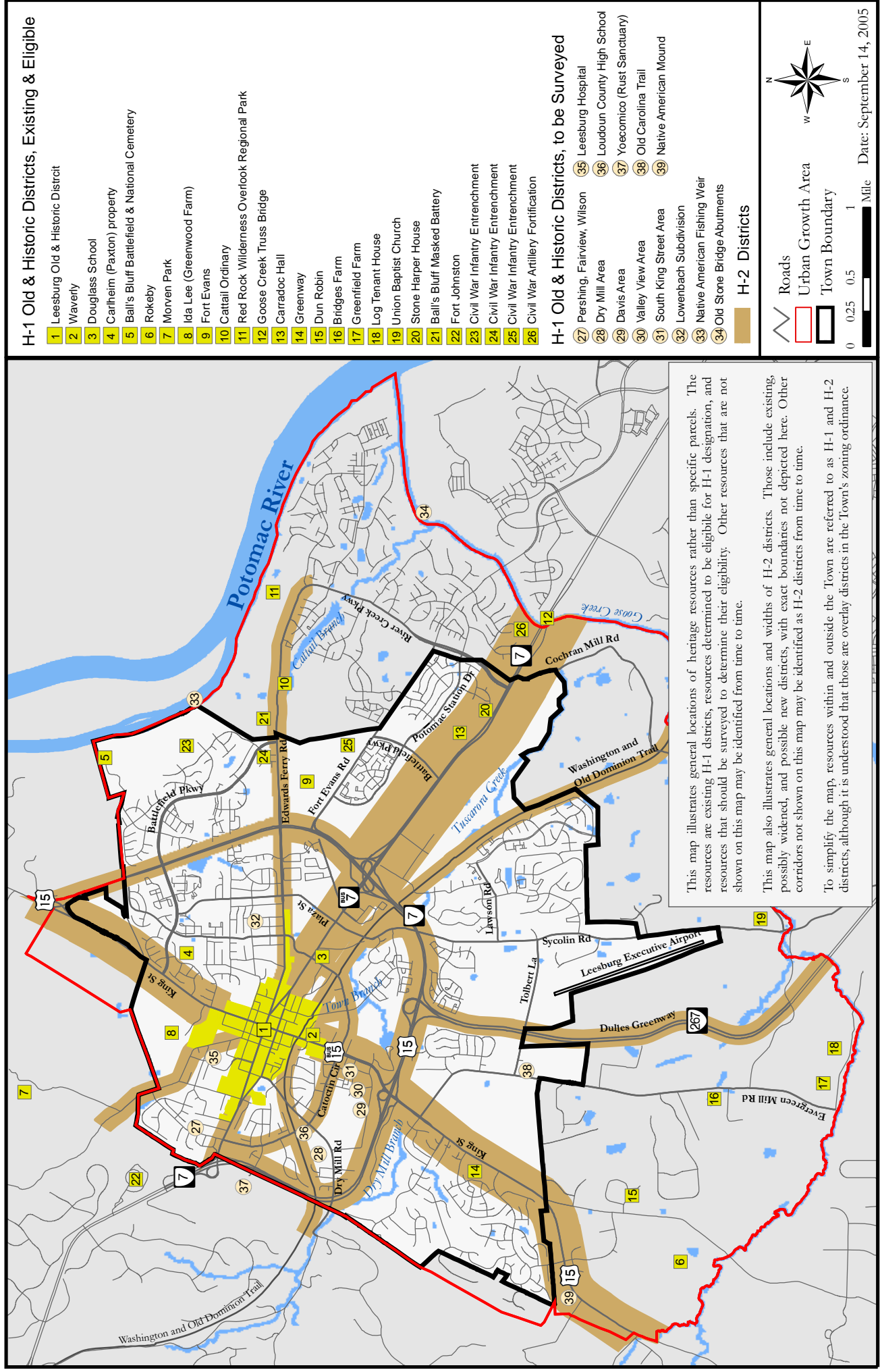
Leesburg Town Plan 2005

Green Infrastructure Policy Map



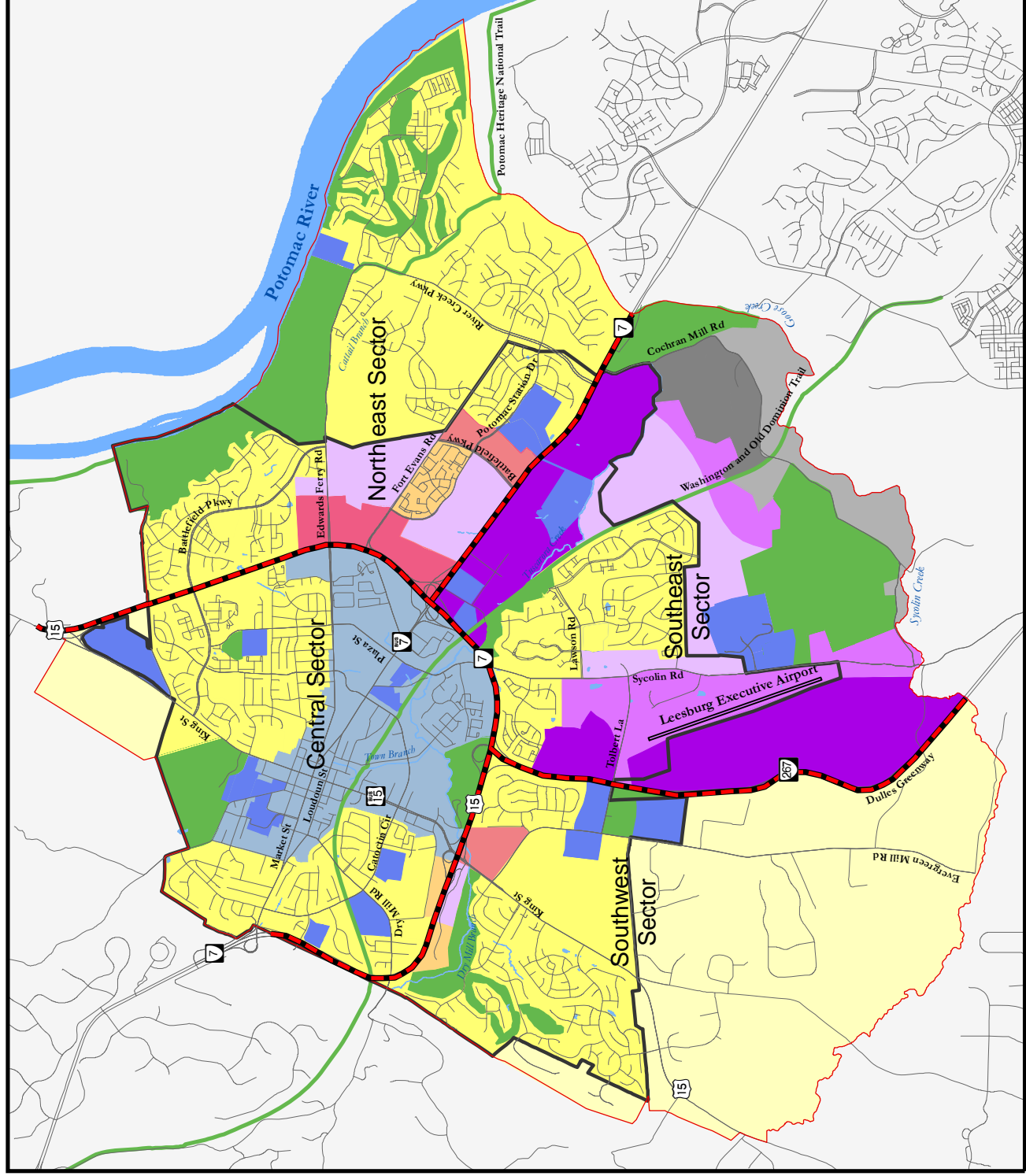
Leesburg Town Plan 2005

Heritage Resources Policy Map

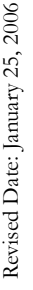


Leesburg Town Plan 2005

Land Use Policy Map



Airport Area Land Use Policy Map

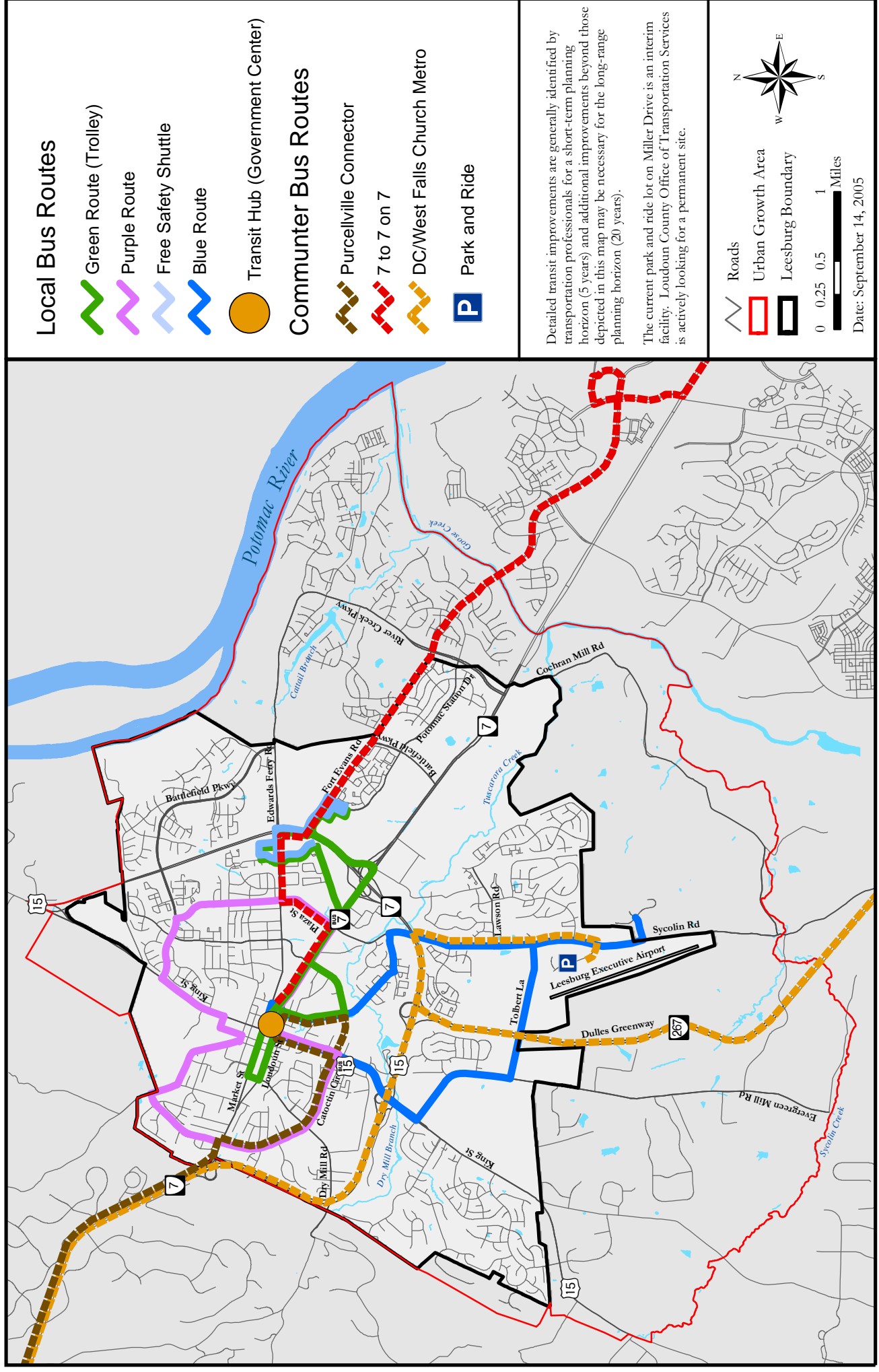


Roadway Network Policy Map



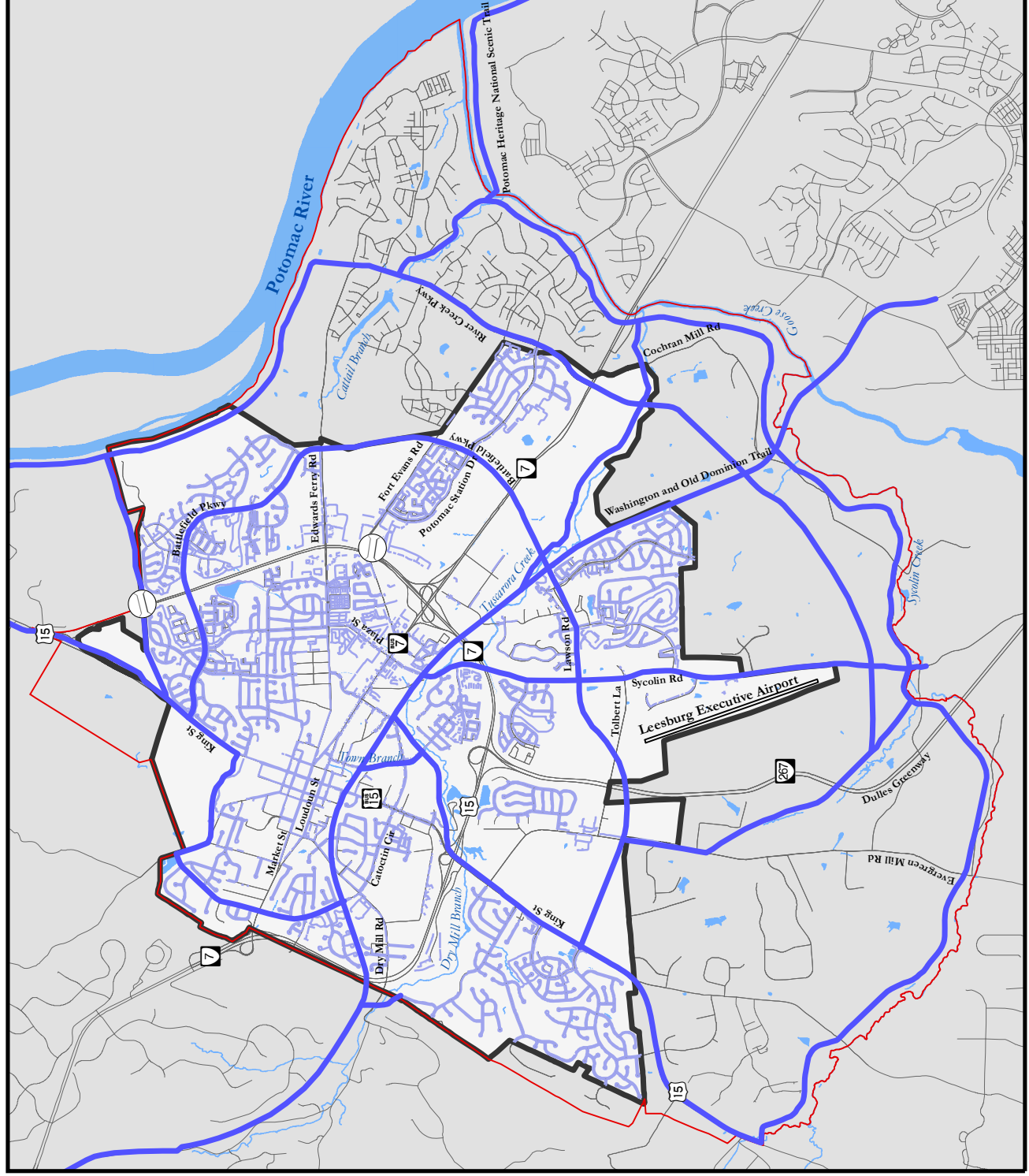
Leesburg Town Plan 2005

Fixed Bus Routes Policy Map

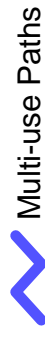


Leesburg Town Plan 2005

Bicycle/Pedestrian Facilities Policy Map



Major Facilities



Multi-use Paths

Sidewalks, public & private
(within Town only)

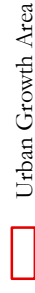
Multi-use Overpass



This map presents an interim bicycle/pedestrian system, and additional facilities that are not shown on this map may be identified from time to time. A comprehensive map of the network will be prepared in conjunction with the bicycle/pedestrian plan called for in the text of this Plan.



Roads



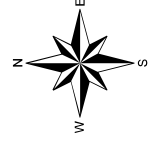
Urban Growth Area



Leesburg Boundary



0 0.25 0.5 1 Mile



Date: September 14, 2005

Appendix A: Action Program



Appendix A: Action Program

This appendix contains the action program for the Town Plan. It lists specific tasks that need to be accomplished in order to implement the Plan's goals and objectives. The tasks are arranged in the same order as the elements and are presented in section B of the Town Plan. Along with the tasks, this action program identifies when tasks should be initiated.

The Town Plan will be reviewed annually to track progress on the implementation of the goals and objectives of the Town Plan. Town staff and existing committees will be assigned the task of annual evaluation and update. The Planning Commission will oversee the process.

KEY

Timeframe:	project initiation
short term	within to 2 years
medium term	3 to 5 years
long term	6 or more years
Related Objective:	plan element
NR	Natural Resources
PR	Parks and Recreation
HR	Heritage Resources
CD	Community Design
LU	Land Use
H	Housing
ED	Economic Development
TR	Transportation
CFS	Community Facilities and Services
Staff/Agencies:	Departments and advisory bodies initiating action*
BALCH	Balch Library
BAR	Board of Architectural Review
CC	Cable Commission
CET	Community Enhancement Team
DED	Department of Economic Development
DEPW	Department of Engineering and Public Works
DPR	Department of Parks and Recreation
DPZD	Department of Planning, Zoning and Development
DU	Department of Utilities
EAC	Environmental Advisory Commission
EDC	Economic Development Commission
FIN	Finance Department
ITC	Information Technology Commission
LEA	Leesburg Executive Airport
OCPM	Office of Capital Projects Management
RTC	Residential Traffic Commission
TREE	Tree Commission

* Town Manager, Planning Commission, and Town Council participation is assumed for all actions.

Natural Resources Action Program

No.	Action	Timeframe	Related Objective	Staff/Agencies Responsible
1.	Develop a protocol to determine when public ownership of elements of the green infrastructure is appropriate.	Short	NR1	DPR, DPZD
2.	Draft standard proffer and condition language for natural resources objectives.	Short	NR10	DPZD, EAC
3	Establish an environmental assessment procedure for reviewing development applications.	Short	NR10	DPZD, EAC
4.	Develop and adopt readily measurable standards to assess progress toward meeting the objectives of the natural resources element of the Town Plan.	Short	NR11	DPZD, EAC, TREE
5.	Map the stream corridors and other ecologically valuable lands on publicly owned parcels. Establish a Department of Parks and Recreation policy making these lands generally off-limits for active recreational development or other land disturbing activity.	Medium	NR2	DPR, DPZD, EAC
6.	Implement the requirements of the Town's VPDES Permit, particularly adoption of BMP standards for stormwater management.	Medium	NR2, 3, 5	DEPW, EAC,
7.	Develop guidelines for re-establishing the forest canopy within the open space of developing properties.	Medium	NR4	DPZD, DEPW, TREE, EAC
8.	Develop an educational program to promote environmentally sensitive management of private property, e.g. environmentally sensitive lawn care techniques.	Medium	NR5	EAC, TREE, DPZD
9.	Review the applicability of the LEED green building standards to Leesburg and make recommendations to Council.	Medium	NR6	DEPW, EAC

10.	Review existing geotechnical recommendations and update if necessary.	Medium	NR9	DEPW
11.	Seek grants for watershed planning studies for Leesburg, participate in the study process, and develop planning and engineering recommendations for the Town in response to study recommendations.	Long	NR2	DEPW, DPZD, EAC
12.	Review the Design & Construction Standards Manual, zoning ordinance and subdivision regulations to implement the stream corridor policy and adopt low impact development standards and conservation subdivision design standards.	Long	NR3	DEPW, DPZD EAC
13.	Review exterior lighting control options and make recommendations to Council.	Long	NR7	DPZD, DEPW, EAC
14.	Develop zoning ordinance amendments to update airport and highway noise abatement standards.	Long	NR8	DPZD, DEPW

See the key at the beginning of this appendix for an explanation of timeframes and responsible staff/agencies.

Parks and Recreation Action Program

No.	Action	Timeframe	Related Objective	Staff/Agencies Responsible
1.	Establish an open space action team as recommended in the Parks and Recreation Master Plan.	Short	PR1, 3	DPR, DEPW, DPZD, EAC
2.	Support the County in its development of Bolen Park.	Short	PR1, 4	DPR
3.	Ensure that the Department of Parks and Recreation reviews all private and public development proposals to determine if contributions of land or cash are appropriate to implement recommendations of the Parks and Recreation Master Plan.	Short	PR1, 2, 3, 4	DPR, DPZD
4.	Pursue funding of top priority capital projects (improvements to Veterans Park, and construction of South Harrison Street, Catoctin Circle SW, South King Street, and Ida Lee trails) of the 2002 Master Plan.	Short-Medium	PR2, 4	DPR
5.	Establish a Leesburg open space conservancy as recommended in the Parks and Recreation Master Plan.	Medium	PR1, 3, 4	DPR, EDC, EAC
6.	Establish an open space fund to acquire sites for additions to the Town's green infrastructure as recommended in the Parks and Recreation Master Plan.	Medium	PR1, 2, 3	DPR, DPZD
7.	Update the Parks and Recreation Master Plan periodically. Ensure that revisions to the Parks and Recreation Master Plan are consistent with the policies of the Town Plan.	Medium	PR1, 2, 3, 4	DPR, DPZD
8.	Incorporate Balls' Bluff Regional Park into the Town limits.	Medium	PR1	DPZD, DPR
9.	Study the feasibility of acquiring Olde Izaak Walton Park and adjacent property.	Long	PR1, 2, 3	DPR
10.	Continue cooperation with the County school district and recreation department as they provide recreation facilities.	On-going	PR1	DPR

See key at the beginning of this appendix for an explanation of timeframes and responsible staff/agencies.

Heritage Resources Action Program

No.	Action	Timeframe	Related Objective	Staff/Agencies Responsible
1.	Maintain and update the heritage resources inventory.	Short, on-going	HR1	DPZD, BAR
2.	Determine appropriate extent of new and widened H-2 corridors, including major roads and the W & OD trail, to protect the H-1 Old and Historic District.	Short	HR3	DPZD
3.	Refine and update heritage resources design guidelines.	Short	HR3	DPZD, BAR
4.	Leverage Leesburg's Certified Local Government status to fund studies to document the status of candidate buildings and pay for their restoration.	Medium	HR1	DPZD, BAR
5.	Expand the boundaries of the H-1 Old and Historic District to add properties meeting listing criteria	Medium	HR2	DPZD, BAR
6.	Undertake studies of individual historic buildings and sites to determine if they should be added as non-contiguous elements of the H-1 Old and Historic District.	Long	HR1, 2	DPZD, BAR

See the key at the beginning of this appendix for an explanation of timeframes and responsible staff/agencies.

Community Design Action Program

No.	Action	Timeframe	Related Objective	Staff/Agencies Responsible
1.	Prepare a comprehensive set of community design guidelines that are tailored to all types of development and include both public and private development and redevelopment. Guidelines should apply to all areas within the Town, including updating the Old and Historic Overlay District and the Corridor Design Guidelines, if appropriate.	Short	CD1	DPZD, DEPW, BAR
2.	After the community design guidelines have been established, determine if the Ordinance or any codes should be and can be modified to bring these guidelines within the Town's regulatory power. Modify ordinances, as appropriate.	Medium	CD2	DPZD, DEPW, BAR
3.	After the community design guidelines have been established as Town policy, the Town Manager will establish a new inter-agency protocol to ensure that review and administration of urban design guidelines are accomplished in coordination. This is intended to establish a uniform public approach to achieving urban design goals and objectives.	Medium	All	DPZD

See the key at the beginning of this appendix for an explanation of timeframes and responsible staff/agencies.

Land Use Action Program

No.	Action	Timeframe	Related Objective	Staff/Agencies Responsible
1.	Prepare a comprehensive set of community design guidelines that are tailored to all types of development and include both public and private development and redevelopment. Guidelines should apply to all areas within the Town, including updating the Old and Historic Overlay District and the Corridor Design Guidelines, if appropriate.	Short	LU2	DPZD
2.	Establish a joint planning process with the County to reexamine land use and development policies in the Urban Growth Area (UGA)—the County's Joint Land Management Area (JLMA)	Short	LU10	DPZD
3.	Determine if and how the Ordinance and other regulations can be modified to better implement land use objectives. For example, 1) determine if available land can be rezoned on the Town's initiative to more precisely reflect the land use objectives for that land; and 2) create a zoning district that allows light manufacturing use.	Short	All	DPZD
4.	Determine appropriate extent of new and widened H-2 corridors, including major roads and the W & OD trail, to protect the H-1 Old and Historic District.	Short	LU1, LU(Cent Sector)12	DPZD
5.	Develop a public notification program for property owners within the airport area of influence.	Short	LU(SE sector)4	LEA, DPZD

See the key at the beginning of this appendix for an explanation of timeframes and responsible staff/agencies.

Housing Action Program

No.	Action	Timeframe	Related Objective	Staff/Agencies Responsible
1.	Develop a proactive program for the Community Enhancement Team (CET) to implement.	Short	H2	CET
2.	Establish a process for monitoring and reporting the progress of all housing development, as described in the plan monitoring and amendment action program.	Short	H3	DPZD
3.	Examine the extent to which the zoning ordinance can to be modified to create more affordable housing and maintain the quality of housing. For example, examine the Affordable Dwelling Unit (ADU) requirements in other Northern Virginia jurisdictions for relevance to Town objectives.	Short	All	DPZD
4.	Explore potential sources for funding affordable housing.	Medium	H3	DPZD
5.	Undertake steps to augment the Town's involvement in the County's Consolidated Housing and Community Development Plan, including participation in the Community Development Block Grant program, to help maintain the quality of residential areas and provide housing for special populations, such as the elderly, physically challenged, homeless, and disabled.	Medium	All	DPZD

See the key at the beginning of this appendix for an explanation of timeframes and responsible staff/agencies.

Economic Development Action Program

No.	Action	Timeframe	Related Objective	Staff/Agencies Responsible
1.	Coordinate land use policies for the Urban Growth Area (UGA) with the County that prohibit residential uses on office and light industrial land adjacent to the airport.	Short	ED1	DPZD, DED
2.	Develop land use regulations for the Town that prohibit residential uses on land with economic development value and light industrial land adjacent to the airport.	Short	ED1	DPZD, DED
3.	Continue the implementation of the action steps identified in the “Business Development Strategy for Leesburg” involving key community organizations, businesses and property owners in the development of policies for the strategies of implementation.	Short	ED1	DED, DPZD
4.	Develop design guidelines to ensure compatibility and functionality of mixed land use.	Short	ED3	DPZD
5.	Pursue and support policies to create opportunities for new business development that strengthens existing commercial districts through redevelopment and infill construction.	Short	ED1, 3	DED, DPZD
6.	Adopt guidelines that quantify capital improvement projects	Short	ED3	DPZD
7.	Develop and implement policies that encourage the location of high wage businesses in the technology, homeland security, aviation, and education industries within the Town. Protect areas of Town suitable for such businesses from incompatible development.	Short	All	DED
8.	Assess telecommunication needs that implements economic development objectives in a cost-effective and aesthetically acceptable way.	Medium	ED1	DED, IT, CC, ITC

See the key at the beginning of this appendix for an explanation of timeframes and responsible staff/agencies.

Transportation Action Program

No.	Action	Timeframe	Related Objective	Staff/Agencies Responsible
1.	Complete an internal audit of the transportation planning process to determine whether revisions to the current system for evaluating level of service should be made to better reflect the Town's commitment to a multi-modal transportation system and/or whether the current level of service standards are still appropriate for the mid-term planning horizon and beyond.	Short	TR1	DEPW, DPZD, RTC
2.	Update the Comprehensive Transportation Study and expand the scope of the study to include a local transportation model for future year land use and transportation conditions unique to Leesburg.	Short	TR1	DEPW, DPZD, RTC
3.	Make revisions, as necessary, to Town ordinances to promote transit oriented development in geographically specific areas.	Short	TR4	DPZD, DEPW, RTC
4.	Complete a Town-wide bicycle and pedestrian master plan for providing an interconnected bicycle and pedestrian system that connects local residents and visitors to the area with transit stops and close-by destinations.	Short	TR5	DPZD, DEPW, RTC
5.	Revise the zoning ordinance to protect the airport from residential encroachments. Coordinate with the County to prepare similar amendments for unincorporated areas adjacent to the airport.	Short	T6	DPZD, LEA
6.	Review the updated master plan for the airport to determine appropriate actions to implement the objectives of the Town Plan.	Short	T6	DPZD, LEA
7.	Conduct a feasibility study for implementing impact fees or other local funding sources that more equitably share the costs of off-site transportation improvements associated with new development	Short	TR7	DEPW, DPZD

8.	Update the subdivision and land development regulations to include design standards for integrating multiple modes of travel into single transportation corridors and provide recommended practices for protecting the historic character of Leesburg, installing traffic calming measures, and building streets at a more human scale with appropriate streetscape enhancements.	Short	TR8	DPZD, DEPW, RTC
9.	Coordinate with Loudoun County and the Virginia Regional Transportation Association (VRTA) to target nodes for potential transit oriented development within the Town.	Medium	TR3, 4	DPZD, DEPW
10.	Resubmit a grant application for federal transportation enhancement funds to provide a multi-use trail connection between the W & OD Rail-Trail and the C & O Canal via White's Ferry.	Long	TR5	DPZD, DEPW, DPR
11.	Conduct a design and feasibility study of a raised pedestrian crossing study for key locations within the Town, starting with Rt. 15 Bypass near Ft. Evans Road.	Long	TR5	DEPW, DPZD, DPR
12.	Work with officials from the various transportation agencies to promote the inclusion of projects in their plans, programs, and development regulations that adequately provide future capacity (i.e. motorized and non-motorized) for moving people safely and efficiently through Leesburg.	On-going	TR2	DEPW, DPZD
13.	Coordinate with Loudoun County and other regional transportation agencies to better coordinate land use and transportation planning.	On-going	TR2	DEPW, DPZD

See the key at the beginning of this appendix for an explanation of the timeframes and responsible staff/agencies.

Community Facilities and Services Action Program

No.	Action	Timeframe	Related Objective	Staff/Agencies Responsible
1.	Develop a public participation process for the capital improvement program.	Short	CFS1	DPZD, DU, DEPW, OPCM
2.	Develop criteria for level of service for all community facilities and services.	Short	CFS2, 3	All
3.	Develop a method for calculating fiscal impacts that can be applied to development applications.	Short	CFS3	DPZD, FIN, DED
4.	Develop a funded program for planting and maintaining street trees.	Short	CFS9	DPZD, DU, DEPW, TREE, OCPM
5.	Continue to improve recycling efforts to reduce solid waste efforts.	Short	CFS10	DEPW, EAC
6.	Develop options that include the creation of a stormwater management utility to fund the requirements of the Town's VPDES Permit.	Medium	CFS8	DEPW, DU, EAC
7.	Undertake a study to determine how the Town can increase recycling to reduce solid waste.	Medium	CFS10	DEPW, EAC
8.	Develop a strategic plan for maintaining and expanding the Balch Library services.	Medium	CFS12	BALCH

See the key at the beginning of this appendix for an explanation of timeframes and responsible staff/agencies.

Plan Monitoring and Amendment Action Program

No.	Action	Timeframe	Related Objective	Staff/Agencies Responsible
1.	Complete a process for monitoring the progress of Plan implementation. This will involve developing statistics regarding development and provision of capital facilities and infrastructure; evaluation of how Plan objectives are being met, such as the balance of housing and jobs and the revenue ratio between residential and non-residential sources; and an assessment of the need for Plan amendment based on findings of the monitoring report.	Medium	See “Plan Implementation and Monitoring” section of the Introduction	DPZD
2.	Complete a Plan amendment process that details the timeframe for amending the Plan; how all stakeholders participate in Plan amendment nominations and evaluation; and the process for bringing Plan amendments to the public hearing process.	Medium	See “Plan Amendment Process” section of the Introduction	DPZD

See the key at the beginning of this appendix for an explanation of timeframes and responsible staff/agencies.



Appendix B: Off-site Transportation Costs



Appendix B: Off-site Transportation Cost Data

Land Use	Development Unit	Average Daily Trips (ADT)	Cost per Unit of Development*
Residential			
Single-Family Detached	dwelling unit (d.u.)	10.1	\$2,218
Townhouse	dwelling unit (d.u.)	7.0	\$1,553
Multi-Family Attached	dwelling unit (d.u.)	6.0	\$1,331
Retail			
Shopping Center (0 – 50,000 s.f.)	1,000 s.f.	117.0	\$26,147
Shopping Center (50,001 – 99,000 s.f.)	1,000 s.f.	82.0	\$18,185
Shopping Center (99,001 – 199,000 s.f.)	1,000 s.f.	66.7	\$14,792
Shopping Center (> 199,001)	1,000 s.f.	50.6	\$11,221
Restaurant	1,000 s.f.	74.9	\$16,611
Supermarket	1,000 s.f.	125.5	\$27,831
Bank	1,000 s.f.	192.0	\$42,578
Health Club	1,000 s.f.	11.7	\$2595
Hotel	room	10.5	\$2329
Other	1,000 s.f.	45.5	\$10,091
Institutional			
Government	1,000 s.f.	68.93	\$15,286
Hospital	Bed	11.4	\$2,529
Library	1,000 s.f.	41.8	\$9,270
School (Nursery)	student	1.02	\$227
School (Elementary)	student	1.16	\$258
School (Middle)	student	1.39	\$309
School (High)	student	10.5	\$2,329
General Office			
Office (0 – 99,000 s.f.)	1,000 s.f.	17.7	\$3,926
Office (99,001 – 199,000 s.f.)	1,000 s.f.	14.3	\$3,171
Office (> 199,001 s.f.)	1,000 s.f.	10.9	\$2,414
Industrial			
Light	1,000 s.f.	5.46	\$1,212
Heavy	1,000 s.f.	1.5	\$333
Park	1,000 s.f.	7.0	\$1,553
Warehouse	1,000 s.f.	4.88	\$824
Airport	employee	20.0	\$4,436
Regional Park	acre	5.1	\$1,131

* = Cost per Unit of Development last updated December 2004



www.leesburgva.gov/townplan/